

THE AMERICAN

School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

- ★ **Responsibilities of Industrial Arts in the Present Crisis**—*Scrimshaw*
- ★ **The Purchase of Educational Supplies and Equipment for 1943-44** — *Crosby*
- ★ **School Building Maintenance and Operating Supplies and Materials for 1943-44** — *Linn*
- ★ **A Washington View of School Purchasing and Maintenance for 1943** — *Ethington and Collett*
- ★ **City School Problems of Purchasing School Supplies and Equipment** — *Williams*



☆

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THE AMERICAN School Board Journal

A Periodical of School Administration

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The contents of this issue are listed in the "Education Index."

Member, Audit Bureau of Circulations.



GAINS AND LOSSES

The first complete school year of the war has been one of gains and losses for education. The elementary and secondary schools have not lost appreciably. The year has been one of trial and difficulty for school boards and professional executives. The gains due to the betterment in teacher morale and teaching efficiency seem to have offset the losses due to staff changes; the pupil morale has risen superbly even though many children have been injured in their personal and educational growth by failures in home and community supervision. The great losses have come in the final year of high school and in the colleges where the entry of practically all 18-year-old boys into the armed forces has simply brought classwork to a stop. The losses among 16- to 18-year-old children who are leaving school for wartime jobs cannot be estimated as yet. These losses are matters of a disturbingly serious nature because they indicate the beginning of a child-labor black market.

Up to the present time the big harm to education has been limited largely to reductions in teaching staffs, overcrowding of buildings, stoppage of needed building construction, inability to obtain certain supplies, failure to make essential building repairs, and difficulties in rural education due to lack of transportation and trained teachers.

The real difficulties which the schools must meet are ahead—shrouded in the overwhelming difficulties and uncertainties which the war situation will develop in 1944. The job of all school boards and superintendents is to plan carefully for 1943-44, to keep close touch with current events, to fight valiantly for the maintenance of educational standards and programs. Without such service the schools will fail—and then the war, though won on the battlefield, will be lost at home.

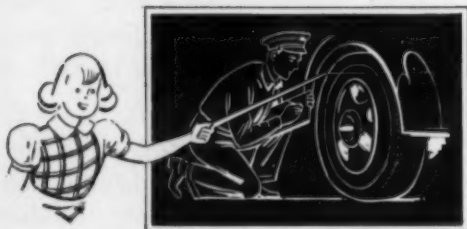
SEMIANNUAL INDEX

A Title Page and Index for Volume 106 of the SCHOOL BOARD JOURNAL has been prepared and will be sent to any subscriber free upon request.

Letters should be addressed to Subscription Department, American School Board Journal, Milwaukee 1, Wisconsin.

THREE NEW "R's" EVERY SCHOOL BOARD WILL WANT TO LEARN

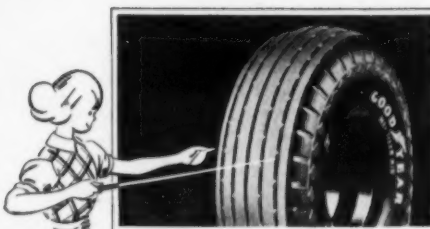
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THE AMERICAN School Board Journal

Volume 107, No. 1

JULY, 1943

Subscription, \$3.00 the Year



WE MUST NOT TRAVEL THIS ROAD AGAIN

The School Board Sets Down Its Policies Stanford Hannah¹

School boards and boards of trustees of school districts are confronted with an ever present need for predetermined policies.

In some communities the boards responsible for the schools have well-organized and definitely stated policies. In many, however, policies are of the "hit or miss" variety.

A study of the policies of the governing bodies of school districts has revealed that many of the so-called "Policy Codes" are either incomplete or involve many administrative details not rightly considered to be board policies.

To meet an obvious need the district superintendent of the Taft (California) Union High School and Junior College constructed an index of policies to meet the local situation and the needs of his school. This index was built up after considerable study.

The superintendent then went through the minutes of the board of trustees of the school for a number of years, determining what policies had been formally adopted or at least followed in the past. Using this information as a basis, a complete set of policies was laid before the board, without recommendation.

The board of trustees of the district then spent many hours individually and collectively with the superintendent in adding to and revising and rewording the policies.

As a result the board now has a reasonably complete, organized set of policies. As stated in the introduction, "These policies have been organized for the guidance of the administration and of the board of trustees and for the information of all who may be interested."

The index may prove of value to other school boards who are in need of a similar administrative aid.

ADMINISTRATIVE CODE

Article I. Board of Trustees

- Section 1. Organization of
- Section 2. Officers
- Section 3. Secretary
- Section 4. Meetings
- Section 5. Duties
- Section 6. Amendment

Article II. The District Superintendent

- Section 1. Election of
- Section 2. Status
- Section 3. Duties and responsibilities

Article III. Administrative Organization

- Section 1. District superintendent
- Section 2. Educational division
 - A. Dean of the junior college
 - B. Vice-principal of the high school
 - C. Other administrative positions
- Section 3. Business division
 - A. Superintendent of buildings and grounds
 - B. Superintendent of transportation
 - C. Head bookkeeper
 - D. Supervisor of the cafeteria

¹District Superintendent of Schools, Taft, Kern County, Calif.

Article IV. Students

- Section 1. Attendance
- Section 2. Supplies, books, etc.
- Section 3. Conduct
- Section 4. Activities and organizations of students
- Section 5. Information regarding students

Article V. Educational Organization, Standards, and Policies

- Section 1. Standards
- Section 2. High school and junior college
- Section 3. Courses of study
- Section 4. Graduation requirements

Article VI. Employees

- Section 1. General
 - A. Appointment, promotion, demotion, and dismissal
 - B. Assignments
 - C. Application
 - D. Organizations
 - E. Channels for requests, complaints, etc.
 - F. Appearance before the board
- Section 2. Certificated employees
 - A. Permanent classification
 - B. Retirement at age 65
 - C. Leaves of absence
 - D. Sick leave
 - E. Absence from duty
 - F. Substitutes
 - G. Standards of competency for certificated employees
 - H. Incompetency defined
 - I. Salary schedule
- Section 3. Special teachers in adult classes
- Section 4. Noncertificated employees
 - A. Basis of employment
 - B. Forty-hour week
 - C. Overtime
 - D. Accumulation of overtime
 - E. Leaves of absence
 - F. Vacation
 - G. Sick leave
 - H. Absence from duty
 - I. Make up of time lost
 - J. Substitute or additional workers
 - K. Standards required
 - L. Wage schedule

Article VII. Buildings, Grounds, Equipment, and Supplies

- Section 1. Safety and sanitation
- Section 2. Use of buildings and grounds for other than school purposes
- Section 3. Equipment, loan of
- Section 4. Supplies and equipment

Article VIII. Business Management

- Section 1. Business policies
- Section 2. Budget
- Section 3. Purchases
- Section 4. Insurance
- Section 5. Warrants
- Section 6. Accounts, records
- Section 7. Bonds for employees
- Section 8. Audit
- Section 9. Inventories
- Section 10. Store system

Article IX. Transportation

- Section 1. Limited to and provided for
- Section 2. Exclusion of
- Section 3. Routes of buses
- Section 4. Extension contracts

- Section 5. Qualifications of drivers
- Section 6. Duties and responsibilities of drivers
- Section 7. Student activities — bus transportation for
- Section 8. Chaperons
- Section 9. Proper and safe conduct
- Section 10. Buses used for extracurricular activities

Article X. Special Day and Evening Classes for Adults

- Section 1. Classes to be established
- Section 2. Approval of board
- Section 3. Student enrollment
- Section 4. Materials and supplies, books, etc.
- Section 5. Fees
- Section 6. Attendance to be maintained
- Section 7. Circulation of petitions
- Section 8. Restrictions
- Section 9. Credit allowed
- Section 10. Certificates of completion

Article XI. Miscellaneous

- Section 1. Agents
- Section 2. Advertisements
- Section 3. Lists not to be given
- Section 4. Scholastic records, confidential nature of
- Section 5. Memorial funds, administration of
- Section 6. J. C. dormitory
- Section 7. Accidents, procedure when serious
- Section 8. School calendar
- Section 9. Closing school, emergency
- Section 10. Expense allowances
- Section 11. Recreation commission, co-ordinating council, etc.

The following samples will illustrate the manner in which these policies were written. References are made to the index.

Article V. Educational Organization, Standards, and Policies

- Section 1. The policy of the board of trustees is to maintain an educational institution of high standards, which recognizes the needs and differences of individual students and functions for the perpetuation of American democracy and the happiness of the citizens therein.

Article VI. Employees

- Section 1. General
 - E. Employees shall make all requests, suggestions, criticisms, or complaints to the heads of their respective divisions or to the district superintendent. Such requests, et cetera, may be made directly or through an "employees' committee."
 - F. Employees desiring to appear before the board may arrange to do so through the district superintendent.

Article VI. Employees

- Section 4. Noncertificated Employees
 - G. 1. Two weeks (ten working days) of sick leave will be allowed all noncertificated employees
 - 2. The unused leave shall be accumulated for succeeding years as follows:
 - a) Ten unused days cumulative in full.
 - b) Thereafter, one half the unused days shall be cumulative.
 - c) The total accumulation shall not exceed ninety days.

Article VIII. Business Management

- Section 3.
 - L. At all times the interest and efficiency of the school shall be given first consideration, and the district superintendent is charged with the responsibility of interpreting the above policies of the board accordingly.

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We Have Federal Control of Education

Edgar L. Morphet¹

What would happen to the schools of America if we had federal control of education? For many years, this question or some variation of it has been discussed by educators and laymen alike. Agreement that the consequences of federal control would be anything but desirable has been practically unanimous, so most attention has been centered on the question of how federal control can best be avoided. The proponents of federal support for schools have argued that if proper safeguards can be established, federal support can be provided without danger of federal control. Those opposed to federal support have insisted that federal control is a concomitant of federal support and have issued grave warnings that federal support must be avoided at all costs. Since we have never established a program of federal support for schools, all of us, theoretically, should feel certain that any possibility of federal control of education has been averted.

However, during all of these years our reasoning has been faulty and our arguments have missed the point. It has recently become all too evident that we do not need a program of federal support for schools to have federal control. *We already have a large measure of federal control of schools*, in spite of the fact—and largely because of the fact—that Congress has refused to be realistic and establish a definite program of federal support. It now seems evident the best way to bring on federal control of schools is to shy around the question of direct federal support, and to permit the establishment of various types of quasi support. The existence of these types of indirect support for schools through appropriations to noneducational agencies during recent years has contributed materially to the development of many of the controls that have been and are now being exercised by the federal government.

Present tendencies first developed in rather vague form in 1933-34 when schools in many sections of the country were faced with the prospect of closing because of the shortage of local funds resulting directly or indirectly from the depression. It will be recalled that federal funds were made available to assist in providing normal terms for schools but that teachers could be paid only relief wages. Congress might have faced the situation directly and helped to solve the problem on a wholesome and helpful basis, but it did not. Instead of making an appropriation which could be used by the states to aid in solving their problem in a constructive manner, the funds were put on a relief basis with

resulting disturbance to and loss of morale by teachers who had to participate, and even by the states involved.

Some Federal Failures

It would be presumed that this basic defect in the method of dealing with educational problems would long since have been remedied. However, up to the present time, Congress has continued to make available funds to *noneducational agencies* to be used in part at least for educational purposes and to permit those funds to be used in such a manner as to result in controlling various phases of the educational program within the states.

An early development along this line was the establishment of nursery schools through the use of WPA funds. These schools undoubtedly benefited a number of communities, yet the states were practically left out of the picture in many instances. Instead of making funds available to the states for the establishment and operation of these programs in accordance with prescribed criteria, the nursery schools were operated directly by federal agencies. While they were supposed to be on a relief basis, actually so many exemptions were made that a large percentage of the personnel were nonrelief personnel carrying on a specific part of what should have been the school program of the states and communities, but which was placed under the direct supervision of the federal government.

At the same time, WPA funds were also being used for various types of adult education. Again many real needs were met but instead of making it possible for the states to meet their own needs through their own personnel, the personnel were employed by the Federal Government and in many cases the system of education which was established tended to parallel the system the states had established. State departments of education were often almost completely ignored and the system developed in many states was distinctly a federal system of education.

Another parallel system tended to develop through the NYA. This agency was first established to provide funds to assist needy youth to continue their schoolwork. In this respect, it met a very real need. However, before many years had passed, the NYA was developing schools of its own and was beginning to compete directly with established vocational and other schools of the state as well as with some of the other schools and classes established by the Federal Government.

Beginning about the time that federal funds were first made available for extension of school terms on a relief basis, funds

were also provided to assist in constructing school buildings through the PWA and subsequent federal agencies. The first tendency of the PWA was to work directly with local school units in setting up construction projects. State departments of education were often ignored in spite of the fact that many states had set up machinery to assist local school units in determining centers at which buildings should be constructed and in working out plans for financing those buildings. As a result, there are instances where buildings were constructed on a far more elaborate scale than was necessary or desirable, were built at centers which never should have been considered as permanent school centers, or where local school budgets were unbalanced and distorted for many years to come. Fortunately, in some states, after sufficient pressure had been brought by state representatives, the policy was gradually modified until all applications and plans were processed through state departments of education as they should have been in the first place.

Lanham Act Troubles

Since the beginning of the war, most of the relief and construction funds have been discontinued but other developments have resulted in continuing old tendencies and have even brought new types of federal control of education. The Lanham Act was passed by Congress to assist in providing necessary community facilities in areas materially affected by developments directly connected with the war. These facilities included schools and school buildings. The problem of presenting and getting their school plant needs approved and the buildings actually constructed became a nightmare for state and local school officials in all states having such areas. In most cases, it was obvious that the federal agency responsible for administering this program was composed primarily of engineers who had no idea of school needs or procedures, and who were not willing to recognize that school people might be in position to determine and present their own needs. The whole situation involved a mad scramble, interminable delays, and excessive costs for everyone concerned until, as the result of the war emergency, construction was practically terminated in all except a few centers. A most revealing volume could be written on the developments connected with this phase of the program alone.

Even a worse situation for schools, if possible, developed in connection with the portion of the funds which were supposed to be available for use by schools to assist in maintaining their current school pro-

¹ Director of Administration and Finance, Florida State Department of Education.

gram in war areas — the "M. & O." funds of the Lanham Act. These were supposed to be made available when needed and on the basis of applications filed by the local school units. The agency responsible for administering this phase of the program — the Federal Works Agency — changed its policies and regulations so many times during the year that no one knew what to expect next. A logical thing for the FWA to have done would have been to assign the responsibility for determining and certifying needs to the United States Office of Education which would work through state departments of education. In general, the Office of Education did a splendid job in attempting to determine needs but the Federal Works Agency was apparently never willing to assign this responsibility definitely. As a result, there were so many delays that some school systems in serious need of funds did not receive any money until after schools had closed. Auditors representing the Federal Works Agency displayed their ignorance of school conditions by attempting to impose impossible interpretations. One such ruling would practically have required separate light meters and separate facilities of all sorts for defense-connected pupils. The entire situation could hardly have been more absurd.

So much resentment was aroused among school people that by the summer of 1942 the situation had become serious for FWA. The executive committee of the National Council of Chief State School Officers proposed a plan for apportioning funds in terms of an objective formula. Apparently, as a means of appeasement, the FWA officials considered the proposals over a period of several weeks, then, without adequate explanation, the proposals were rejected and the FWA representative who had been largely responsible for working with the school officials was eased into another situation. About that time, the WPA came into the picture as another agency to be responsible for processing these applications.

A Needed Protest

The president of the National Council of Chief State School Officers then wrote to the chief state school officer of each state as follows:

I am giving you a summary of developments to date because I know you are very much concerned and interested. I, also, want to make clear that the Federal Works Agency must assume full responsibility for whatever plan may finally be decided upon for making these funds available this year, although I still hope they will accept some of the criteria we have strongly recommended.

I believe you will agree that each Chief State School Officer should insist that at least the following principles should be observed in the respective state:

1) The procedure should make it possible for the state and local school officials concerned to know in advance of the opening of school, or within a very short time thereafter, how much financial assistance will be forthcoming during the year. It would be most unfair to expect school

officials to wait until toward the close of the year without knowing whether any aid will be forthcoming.

2) Applications by local school units should be filed through the state department of education which should be expected to assist such units in preparing the application.

3) Needs should be determined in so far as possible by educational authorities. This means that representatives of the U. S. Office of Education should cooperate with state departments of education in determining and certifying needs for the various local school units within the state. It would be highly undesirable for any nonschool agency to determine school policies by attempting to determine the details of school needs.

Even these blunt statements apparently had no effect because the situation during the early part of the school year 1942-43 was just as bad and in some respects even worse than it had been during the previous year. Applications were delayed to such an extent that the school year was more than half over before funds were made available for a single school system in many of the states. In desperation, a number of the chief state school officers wrote to their congressmen explaining what had happened and insisting on immediate action. Whether by chance or from fear of political repercussions, funds have been made available much more promptly during recent months, although the situation as yet is far from satisfactory.

Although the use of Lanham Act funds for extended school services is relatively new, there have been developments to date to indicate that many of the same problems are being encountered and that this situation likewise will continue to be unsatisfactory as long as noneducational agencies try to control educational policies.

Among all of these developments, certain definite tendencies may be recognized. These may be summarized as follows:

Recent Undesirable Tendencies

1. Presumably in order to simplify the matter of making appropriations, Congress has tended to appropriate to noneducational agencies funds which have been intended to be used in part for educational services. Congress has thus indirectly faced the problem of the need for federal funds for education but never has been willing to face the problem directly and set up a plan of federal support for schools.

2. The Federal Government seems to have recognized the existence of certain educational needs which have not been met in many states, largely as the result of lack of funds, and to have tried to meet these needs directly by establishing a federal system and plan for special phases of education. This system has tended to duplicate the system of education established by the states and communities, and in some cases has almost resulted in two parallel systems of education — one operated by the state and local communities, the other by the Federal Government and, to some extent, by the local communities.

3. These noneducational agencies have

tended to ignore both the United States Office of Education and state departments of education. Their most common tendency has been to attempt to work directly with local school units.

4. These noneducational agencies, being unacquainted with educational problems, have arbitrarily established policies and regulations which have been impractical and which have resulted in endless confusion and delays.

5. Many times the rules to be applied have not been announced until after a decision has been made and new or modified sets of rules have come at frequent intervals until no one seems to know what has happened or what to expect next.

6. These noneducational agencies have exercised various types of control which have had very direct and often very unsatisfactory effects on educational policies. They have tended in some instances to determine educational policies, although at the same time they have stated that it was not their intention to interfere in the administration of schools.

These difficulties have existed for a number of years and instead of being corrected have even increased. We might just as well face the fact that the end of the war will not bring an end to these difficulties unless the undesirable tendencies are eliminated. Unquestionably, there will be other educational needs following the war which will require federal financial assistance. Unless the problem is clearly recognized by all, there will probably still be a definite tendency for Congress to appropriate funds to noneducational agencies which will continue to try to help schools and in so doing will make the same mistakes and exert the same types of control in the future as in the past.

Principles for Action

Burying our heads in the sand and insisting that there is no danger of federal control of education unless we have direct federal support will only make matters worse. If this problem is ever to be solved satisfactorily, we must face issues directly and realistically. The observance of the following general principles should aid materially in clarifying the situation during coming years. We must recognize, however, that these principles will not be observed unless educators can impress on Congress and the various federal agencies the reason for the problems they have faced during recent years and the fact that such problems can be avoided in the future only when these principles are observed.

1. The need for federal funds for education should be met directly by providing federal support for education instead of being met indirectly by providing funds which, through devious channels, finally become available to assist in financing certain phases of the educational program in individual communities. If direct federal

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support is provided, Congress can at least prescribe the objective controls which are desirable and can rule out those which are undesirable.

2. These funds should either be appropriated to the proper educational agency—that is, to the United States Office of Education—for apportionment to the states in accordance with an objective formula or, if such funds are appropriated to a noneducational agency, that agency should be required to make these funds available in accordance with an objective plan of apportionment as certified by the United States Office of Education.

3. Federal agencies should always work with and through state departments of education rather than directly with local school units. The objective should be to assist states in meeting the responsibilities of the state educational program, rather

than to attempt to help with the program piecemeal by working directly with individual units.

4. Any noneducational federal agency which is interested in any phase of the educational program should work in collaboration with and through the United States Office of Education rather than attempting to work directly with state departments of education or local school units. A number of federal agencies have recognized this principle during the war emergency but other noneducational agencies have become so engrossed in the problems to be solved or are so ignorant of fundamental principles that they have confused and complicated matters by attempting to work directly with state and local school units without even consulting with representatives of the United States Office of Education.

5. Any regulations or procedures which are to be observed in using or accounting for funds made available for schools should be prescribed in advance and should not be changed during the year except with the approval of representatives of the participating states. Observance of this policy should help to avoid confusion such as has resulted from the development of rules by the FWA to cover cases after decisions have been made.

6. It should be clearly understood that after funds have been apportioned to the various states through their state departments of education, each state will be entirely responsible for administering these funds in conformity with the standards and requirements prescribed by law, and for developing its own educational program in cooperation with the local school administrative units within the state.

Responsibilities of Industrial Arts in the Present Crisis Stewart Scrimshaw, Ph.D.¹

If I were a school-board administrator, I should certainly share the apprehension of many school administrators concerning the relative part that particular departments of the education system play in the present crisis. I am also inclined to believe that I should be a little concerned with the struggle for priorities between different departments. I am intrigued, therefore, by present considerations on the responsibilities of industrial arts in the present national crisis, for I am sure it would be pointless unless we were to correctly assume that industrial arts was a significant factor before the present crisis.

Industrial arts has a proud history. For that reason I wish to call attention to some of the contributions it has made as a background for certain observations I would like to make with respect to the present.

To appreciate the value of a responsibility of today, it is well to examine some of the achievements of the yesterdays. Looking at it from the outsider's view—from one who sees the industry's direct demands for the capabilities of youth—it can be observed that industrial arts has made the following effective contributions to the training of youth:

Contributions of Industrial Arts

First, industrial arts has captured the imagination of schoolboys and stimulated their interest in all phases of industrial *procedures and techniques*.

Second, the industrial arts training has given an opportunity for youth to find a suitable form of self-expression, and an

effective one—which is as old as humanity itself, i.e., expression through *doing* things.



Industrial Arts opens numerous avenues of interest that help them find themselves.

Third, the industrial-arts departments have not only taught young people how to do things, but they have taught the *right way* to do things. For example, when a person like myself thinks he knows how to sharpen the edge of a planer blade, he may be surprised to have a high school son promptly tell him that it is not being done the right way, and then to find that the student can show how it should be done. Incidents such as these tell their own story.

Fourth, industrial arts *opens up avenues of interest* and gives the boys an opportunity to know where and with what activity they may be likely to succeed. This can be verified by interrogating many a man who in the past entered into technical work involving drafting and tool designing and the like, in our modern manufacturing plants. The employer has had something to work on, which was placed there, or rather developed, by training in industrial arts.

Again, industrial arts gives *orientation* to motor-minded individuals, and also discovers boys and girls with aesthetic appreciation, thus developing a reservoir of youth with capabilities for profiting in very many practical and artistic occupations.

Finally, industrial arts has enhanced the *appreciation for science and invention*, which has a definite relation to most modern business and industrial activities, and which has become a genuine American characteristic. Today this proclivity of our people will prove a great aid in winning the war.

In view of what has been enumerated,

¹Associate Dean, College of Business Administration, Marquette University.



In the war effort Industrial Arts helps directly the preinduction program.

it is now fitting to ask, "What is the responsibility of industrial arts in the present crisis?" In answer to this inquiry, I would hasten to say, first of all, *let the good work continue*, for since industrial arts is organized as a basic educational institution, and is actually functioning, it is certainly sensible to suppose that it already now does, and that it can continue to make valuable contributions in the war effort. However, with reference to the immediate future, and for the direct war effort, I would suggest that in the present crisis efforts should be made to *introduce more girl students to industrial arts*. It is obvious with the man-power situation as it is that many more girls will have to perform manifold mechanical and technical jobs which are now done by men. Training in industrial-arts techniques will make it easier for them to take over these jobs.

Women Helped by Industrial Arts

Again emphasis might be placed on the two different aspects of mechanical drawing. One aspect would be to develop young women capable of *mechanical drawing and detailing*. The other is to teach young women *blueprint reading*. There is scarcely any shop or office activity in any of the plants at the present time which does not involve the interpretation of blueprints. Furthermore, the techniques and interpretation of dimensioning which characterizes drawings are important factors, for which considerations women are peculiarly adapted, and for which the industrial-arts teachers are equipped to teach. In this connection one might add that the important work of inspection can be competently performed by women as well as by men. From the standpoint of present avail-

ability, many times women are preferable. During recent months I have seen women go in for inspection in metal plants that previously disdained to employ women. They are now performing in machine-shop inspection; laboratory testing for strength of materials; and for surface hardness; on X-ray equipment for photographing steel, and interpreting the results; grinding and polishing small tools; interpreting routing and planning charts, and like tasks. This is only "the end of the beginning."

In this connection the industrial-arts de-



Elementary foundry work is one of the valuable forms of metal-working in Industrial Arts.

partment can do much in stressing the nature and use of measuring instruments, particularly precision instruments such as micrometers, vernier gauges, calipers, and the like.

Still another possibility of the industrial-arts departments is to offer an opportunity for women to learn *slide-rule interpretation* which is valuable for work around engineering offices.

The question might arise, "How can the industrial-arts departments meet the bill for this special work?" In answer to that, let me say first of all that the functions of industrial arts can go on as before except for the change in emphasis and the probable inclusion of more girls in the classes. It may be necessary to acquire some measuring precision instruments for demonstration purposes and some visual demonstration equipment. The United States Office of Education has made available at a nominal cost some very remarkable films for inspection work.

Warworkers and Industrial Arts

If it is possible for a school to offer schedules for special groups about to enter into industry, it can be offered as a war service. True, it is unlikely that industrial arts will be aided financially by direct government subsidies, for many industrial-arts teachers will not qualify under the war-training program because many of them have not, themselves, served an apprenticeship or learned a trade. It is too bad that this factor may limit the part that can be played by some industrial-arts teachers. However, there is still plenty of work to do. There is still a function to perform. The idea of every industrial-arts teacher should be to do what he *can* do; and not to try to do what he *cannot* do. The industrial-arts department can't make all-round mechanics, and if it could, it could scarcely overcome the difficulty of priorities in procurement of necessary materials. However, it can give basic training for machine operators, and one thing it can do better than some other educational functionaries can do, and that is to give the young people a good scientific background for the training industry itself can and must give. Today the greatest asset in industry among the oncoming employees is a background of scientific information of a practical nature that will enable employees to *adapt* themselves rapidly into new situations.

The product of industrial-arts training should be a person with capabilities of adjustment; a person who has learned some short cuts; a person who has had enough mechanical experience to realize his limitations. That kind of a person, given opportunity in a factory, can proceed with clear comprehension. This I know to be true because I have observed such persons in some big plants being trained on the job. These young men have profited and progressed because of their start in industrial-

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arts departments of our high schools. This has been experienced directly by those who trained these young men. If more of our young men and women had an appreciation and aptitude for the fundamental elements of our mechanical age, it would not only be an enhancement in personal development, but would aid greatly the achievements of our whole industrial life. These characteristics are already favorable factors in our present production achievements.

The present crisis is one contingent upon the proper overall development and use of our man power. Here industrial arts has its opportunity and its responsibility.

Industrial Arts Teachers

Industrial-arts teachers are not mere "job instructors," and should not wish to be. They are educators, and as educators they are philosophers, and consequently must maintain the long-time point of view. It is for them to endeavor to equip all boys, and in many cases girls, to handle themselves properly in an industrial society. These teachers can do the kind of a job that no one else can do. They can reach the boys and girls at the proper age, and give them what the psychologists call "conditioning" which will prove of value to the students whenever and wherever they may be called upon to meet the peculiar challenges which are a part of our scheme of life.

It seems to me that many teachers of industrial arts seem to be laboring under some feeling of frustration, because they are not doing sufficient for the war effort—that is, in their own mind. This attitude, I believe, is due to the fact that they are not permitted to see the evident results of their efforts. To be more specific, if a student of industrial arts has found a place in practical industry where he makes good, that fact gladdens the heart of the



A home shop is a natural outcome of School Industrial Arts.

instructor, because the teacher sees the results of his part in the student's preparation. However, let us take another example of a student who had industrial-arts training, but instead of applying what he has learned in industry he becomes a scholar in science. The effect of his industrial arts is not so obvious to the teacher, but it is equally important. The scholar in research finds that he has to improvise different kinds of apparatus to carry on his experiments, and here his training in industrial arts stands him in good stead. I, myself, have had different opportunities to observe such experiences. I have asked young scholars how they learned to use tools to such good advantages, and have been informed that they obtained this skill through instruction in industrial arts in school. There is another point in this connection, and that is, that training in practical arts, even though the trainee may not become very proficient, nevertheless, does

a very important thing for such a person in helping him to maintain a better balance in his personal equation.

Our Tomorrow

I believe very strongly that industrial teachers should "saw wood" until such time as the government sees fit to call individual teachers out of their vocations. We must think about tomorrow. *The boys and girls in our schools comprise our tomorrow.* The work of the industrial-arts teachers is so fundamental that I believe it would be a tragedy to have this work impaired by current opportunism engendered by mistaken ideas of what constitutes helping the war effort.

If, outside of regular class activities, industrial-arts departments are allowed to put on special classes for a war industry such as a course in "machine-shop inspection," "blueprint reading," or "drawing," well and good, but industry should ask for such a course, and preferably provide the trainees.

The total war effort, I believe, will be enhanced by industrial-arts teachers doing what they are equipped by tradition and present circumstances to do, and not by attempting to break into a field that they are not under present circumstances equipped to do. War industries are not asking or expecting our secondary schools to change a program which has been an industrial asset in times of peace. Obviously, if the function of industrial-arts teaching was a vital educational necessity before the present crisis, it is no less so now. It is just as important for *basic training* now as ever. Teachers of industrial arts must keep their perspective, believe in their cause, and stay on the job. It is far easier to make munitions of war than it is to make men. School-board administrators are interested in making men and that responsibility they will not dodge.



Self-help in repairing household utilities is offered to boys and girls.

An Adventure in Cooperative Salary Schedule Making

J. L. De Beer¹ and M. W. Brown²

Rising costs of living everywhere have underlined the hoary problem of teachers' compensation. Teacher groups all over the country, aided by lay groups interested in supporting education, are seeking anew an answer to the question "How can our teachers be retained, and rewarded in some degree commensurate with their contributions to the school and community with the funds that can be made available for the purpose?"

In many instances stop-gap measures consisting of bonuses and special appropriations have been employed. Recorded here is an attempt to find a long-range solution to the problem. The goal was to set up a salary schedule which would provide as equitable and adequate a plan of compensation as was possible on as permanent a basis as could be planned for.

The joint nature of the undertaking was evident from the composition of the committee which initiated the project and carried it through to completion. The entire study was carried forward in the hope of establishing a salary schedule which would be mutually beneficial to the parties concerned—the schools, the community, the teachers. At no time during the discussions were any of these viewpoints neglected.

The initial committee was appointed to study the problem at the request of the board of education. A survey of the schools of Glen Ridge had just been conducted by members of the faculty of the Department of Education of Yale University. This survey report was submitted July 18, 1941. The board of education was desirous to begin implementation of the recommendations of the survey as rapidly as possible. One of these recommendations was that the old salary schedule be revised in the light of the best current practice. Hence a joint committee was set up and began functioning immediately. This committee consisted of three members of the faculty and the three member teachers' committee of the board of education. The superintendent of schools was the seventh member. This committee met regularly for five months of the ensuing year laying the groundwork upon which the ultimate schedule was made.

Fortunately, many sources of data were at hand. The survey report already alluded to had, in its chapter on personnel, supplied a well-rounded background of valid principles appropriate to Glen Ridge. In

addition, the committee was guided by similar salary schedules, studies, and reports, secured from neighboring cities of a similar cultural and economic level in the New York metropolitan area; namely, Madison and Montclair, N. J. Valuable data were derived from a study made in 1937 of teachers' salaries in Greenwich, Conn., by Dr. Willard Elsbree of Teachers College. His textbook *Teachers' Salaries* likewise proved extremely helpful as a reference. Bulletins of the Research Division of the National Education Association were employed, and a study was made of numerous salary schedules reported in the professional journals.

Finally, to make sure that the data used were pertinent in Glen Ridge, there was circulated among the teachers a questionnaire designed to show the relationship between costs of living and income. The findings from this questionnaire were particularly important because it was recognized that, due to differences in the standard of living required of teachers, a salary schedule drawn for one community might be inadequate in another.

On the basis of all this information the committee prepared a preliminary report which was submitted first to the Glen Ridge Teachers' Association and then to the board of education. Comments and criticisms made in both groups were carefully noted, and desired changes were made.

Here the matter rested for a year from its inception while a new superintendent was inducted into office. Upon resumption of the work in the fall of 1942 some reorganizational changes were effected, including the enlargement of the teacher group to include representatives from each school building, as well as the principal of each building. The teachers' committee of the board of education was reorganized to become the "personnel committee" with some change of membership. The new committee now included six representatives of the teachers, three principals, three board members, and the superintendent of schools. At the earliest moment after this reorganization had been effected, work was begun on a revised draft of the schedule. The new members of the committee, particularly the new superintendent, brought in new points of view from their own study and experience, and some modifications of the original proposals were adopted. These changes included (1) recognition of training levels up to seven years instead of five as originally proposed to encourage further training, (2) an up-

ward extension in the maximum salaries at the sixth- and seventh-year levels of training above the maximum fixed at the fifth, (3) a reduction in the minimum starting salary at each training level, and (4) because of limitations imposed by New Jersey statutes the elimination of a family allowance.

Following is a part of the final report as adopted, containing the principles and policies incorporated, the schedule, and certain regulations explaining its administration.

SPECIFIC PRINCIPLES AND POLICIES PERTAINING TO GLEN RIDGE

1. The compensation provided for teaching in the Glen Ridge schools shall be equal to that of like communities.
2. The remuneration for teaching shall be sufficient so that minimum salaries shall provide a living wage and that increases shall enable teachers to raise their cultural level and improve their services through professional advancement.
3. Since increased amount of preparation in general indicates increased professional service to the community, the salary plan shall recognize the amount of additional preparation of the individual over and above the minimum requirements for employment.
4. Since continued professional study is highly desirable in providing alert leadership and growth on the part of the teacher, the salary plan shall recognize and encourage continued professional study.
5. Since successful experience likewise contributes to the professional contribution the teachers are making to the community, the salary plan shall recognize the amount of experience of a teacher.
6. There shall be no distinction on the basis of grade level or subject.
7. Reward for meritorious service to the school system shall be provided for in the salary plan.

GLEN RIDGE SALARY GUIDE FOR TEACHERS

Academic Preparation After High School	Minimum Salary	Increment	Years of Service Needed to Reach Maximum	Maximum
2 years	\$1,200	\$100	13	\$2,500
3 years	1,300	100	15	2,800
4 years	1,400	100	17	3,100
5 years	1,500	100	19	3,400
6 years	1,600	100	21	3,700
7 years	1,700	100	23	4,000

The following table shows the salary for each training level and for each year of satisfactory service in Glen Ridge. It probably provides a clearer picture of the schedule than the preceding table.

ADMINISTRATION OF THE SALARY GUIDE

New Teachers. Teachers entering the school system directly from another school system in which they have been employed in teaching shall

¹Chairman of Teachers' Committee on the Salary Schedule, Glen Ridge Public Schools.

²Superintendent of Schools, Glen Ridge, N. J.

TRAINING LEVELS	YEARS OF SATISFACTORY SERVICE IN GLEN RIDGE																							
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
2 Years	\$1200.	13	14	15	16	17	18	19	20	21	22	23	24	25										
3 Years	1300.	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28								
4 Years	1400.	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31						
5 Years	1500.	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34				
6 Years	1600.	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37		
7 Years	1700.	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40

Salary Schedule at each training level.

be placed at a point on the schedule mutually agreed upon by the teacher and the board.

Teachers entering the Glen Ridge system after October shall continue on the same salary for the following year.

Directors of special departments. Directors of special departments shall receive additional compensation not a part of the schedule but contingent on service as director.

Increments. Subject to the qualifications listed in the salary schedule for the school personnel, every member of the personnel who is entitled to an annual increment will receive the increment applicable to his or her position until the maximum salary is reached. The board of education may decline to grant the annual increment to any member of the school personnel who would otherwise be entitled thereto, if, on the basis of evidence presented, the board deems that the services of such person for the past year have not been satisfactory.

Advancement from one training level to another. Teachers in the system who, by additional training, advance from one preparation level to another shall upon advancing to the new level be transferred to the corresponding point in the new level. One year of work shall be considered 32 semester hours, and in order to be placed at the four-year training level a bachelor's degree from a recognized institution must be obtained. Thereafter each 32 semester hours, or a master's degree, shall be considered a year of work.

The schedule becomes operative this next school year, 1943-44. There are sev-

eral interesting facts concerning its inauguration. Due to the previous schedule in operation and to inequities that had developed as a result of the depression years, it was decided that the increased inaugural cost was so large that it should not be absorbed in one year but spread over a longer period of time. Two plans were considered, namely; (1) the granting of the annual increment plus 50 per cent of the adjustment necessary to place each teacher on the schedule; (2) a maximum increase of \$300 for all teachers where that amount or a larger amount would be required to put them on schedule. The latter plan was adopted by the board of education. The result is that all but 21 teachers or approximately 75 per cent will be on schedule this next year 1943-44. The school year 1944-45 will find only seven teachers not fully adjusted.

In implementing the schedule it was found that 13 teachers would receive no increases for a period of one year or longer, due to the fact that they had relatively few years of service in the system here. This circumstance obviously worked an injustice on them since teachers hereafter entering the system from another

system would be placed at a point on the schedule mutually agreed upon. To correct this situation a resolution was adopted by the board: that "each teacher receiving an annual salary of less than \$2,400 and who would receive no increase according to classification on the schedule, be placed at the point on the schedule corresponding to the amount of salary stipulated in her present contract."

One of the principles enumerated above was to the effect that "reward for meritorious service shall be provided." It was felt that, until some satisfactory and well-understood instrument was developed for judging such service, its operation should be suspended. A committee of teachers, selected by the teaching staff, with representation from each building, is at work on this task of service rating and will report so that this principle may become operative for the year 1944-45. Other provisions for this aspect of the plan will be adopted at that time. It should also be noted that increments are not automatic but depend upon the recommendation of the superintendent who in turn is guided by the recommendations of the principals.

Of interest and significance is the fact that the new schedule as finally formulated was in reality the joint product of the board, the teachers, the building principals, and the superintendent, and was accepted and adopted unchanged as such. It is the conviction of all who participated that the cooperative procedure employed has resulted in a better mutual understanding of the problems of both the board of education and the employed personnel, and that the cooperative procedure employed has been productive of a number of other significant though less tangible values.

The Status of the Connecticut Custodian

William E. Gillis¹

A man-power problem not of recent origin relates to the situation of the school custodian. Present economic conditions have served to emphasize its importance. For the workingman in general collective bargaining has meant higher wages and shorter hours. There has been increased interest in working conditions and, on the part of the worker, a growing consciousness of the changes which have taken place within the past few years. In many fields of work these changes have been quite marked.

¹The author of the present study is superintendent of schools at East Haven, Conn.

His research picture of the school custodian in Connecticut discusses so many problems that are widespread throughout the country that his paper has direct application to the school boards and school executives in practically every medium-size and larger city throughout the country. — *The Editor.*

Only a few years ago the applicants for school custodial positions far outnumbered the positions available. Few questions were asked by candidates as to the hours or the conditions of employment. Standards which were already low did not improve because of the surplus of man power. The present status of the school custodian is important; his place in the school system not a negligible one. It will be necessary to examine present working conditions and to make plans for improvement so that the standards may be raised and the personnel retained in the face of depletion caused by selective service and the lures offered by industry.

Connecticut's custodial problems are but little different than those of other states. It is true that in some states custodial

training has been carried on for quite a few years, but in most parts of the country the problem is just being recognized. The writer made a survey of the situation by means of a questionnaire and personal interviews with superintendents, state department supervisors, and custodians. There was a marked interest on the part of the last-named group, and suggestions offered showed that the custodians are aware of the problem and are interested in its solution.

Health of School Custodians

The relation of the custodian to the school health program has long been recognized. The personal health of the custodian, his recognition of the importance of health, and his willingness to maintain a

healthy atmosphere head the list of important qualities expected of him. Children are required by law to attend school, and parents are obliged to see that such legal requirements are fulfilled. It is the duty of the state and the community to see that the school surroundings are healthful. The age at which many Connecticut custodians are hired should be considered an important reason for requiring a health examination prior to employment because the average appointee is approaching an age when he is more subject to physical handicaps than are younger men. Despite the acknowledged importance of the health of the custodian only 12 per cent of the towns require a physical examination.

Selection and Appointment

There seems to be considerable agreement among investigators who have made a study of this problem as to procedures which are desirable in the selection of custodians. And there is to be agreement that the desirable procedure is not being followed except in isolated cases. In the majority of school systems selection of all school employees is based on the recommendation of the superintendent of schools. However, the selection of custodians is an exception in many communities. Connecticut custodians are selected with but little attention to a merit system. Such a practice is more often used in larger systems than in the small communities. The latter resort to more or less informal methods. Eighty-four per cent of the towns indicate that the appointment is made by the boards of education while only 5 per cent show the superintendent as the key person in the matter of appointment.

Where the superintendent does not appoint the custodian he is often asked to make recommendations concerning the appointment, as shown by the following table:

The Use of the Superintendent's Recommendation in the Hiring of School Custodians in 64 Connecticut Towns

Method	Number of Towns	Per Cent of Towns
Recommended by superintendent	37	57.8
Not recommended by superintendent	21	32.8
Recommended by superintendent at times	6	9.4

There are other methods of selection in use which are different from ordinary practices. One city allots to a chief custodian a lump sum with which to hire all employees and purchase needed supplies. The difference between the amount allotted and that spent is retained by the chief custodian. The success of such a plan depends almost entirely upon the integrity and efficiency of the chief custodian, and it removes most of the control from the superintendents of schools.

H. H. Linn says of such a plan: "This is a vicious type of arrangement, for the

contractor naturally is more interested in the profit motive than in the service motive. The people he employs may perform

handicap which bars him from other work. The average salaries paid in 1941-42 are as follows:

Average Salaries of School Custodians and Elementary Teachers in Sixty Connecticut Towns

Class of Town (1)	I (2)	II (3)	III (4)	IV (5)	V (6)
Number of towns	10	15	18	9	8
Average minimum paid custodians	\$1,251	\$1,166	\$1,200	\$1,374	\$1,140
Average maximum paid custodians	\$2,098	\$1,804	\$1,581	\$1,532	\$1,310
Average salary of elementary teachers	\$2,221	\$1,845	\$1,371	\$1,370	\$1,377

certain services acceptably, but their character, habits, or attitudes may be unfavorable in a school building. They owe their job to the contractor—they must please him."²

In another plan the custodians are furnished by the Department of Public Works, and they are responsible to this body.

It is evident that the superintendent of schools has little to say in the selection of custodians although he does often recommend candidates. The selection is looked upon by many superintendents as a dangerous practice because of the political implications. In some communities board of education members take turns in filling the vacancies as they occur.

Only five towns have minimum age requirements while nine have maximum age limits, ranging from 35 to 55 years. The median age at the time of appointment of 163 custodians reporting was 45 years. It would seem that in the case of the school custodian life doesn't begin even at 40. The range was 18 on the one extreme to 66 years on the other. Twenty per cent were 55 years or older at the time of appointment. The median for Connecticut is the same as commonly recommended as a maximum. In other words, 50 per cent of Connecticut custodians are appointed at or above an age which is recommended as the maximum.

The school custodian is looked upon differently than other workers. A young applicant for such work is often told that he should seek other employment because such work is for older men. The average school custodian is one who has served at skilled or semiskilled occupations for a period of approximately 30 years. His training for custodial work has been incidental and his reason for seeking the work is not the same as the worker in most fields who is starting out, as a young man, to choose his life's work.

Working Conditions

The wages paid show a wide range. One part-time custodian, with a college education, reports that he is paid 67 cents daily, which he accepts because of a physical

Average salaries for the custodians were not obtained. Elementary teachers in towns of Class I, II, and V are better paid than any of the custodians in those groups. In towns of Class III the elementary teachers' salaries fall between the maximum and minimum for custodians, while in Class IV the teachers' salaries are lower than the minimum for custodians.

The population groups are as follows:

Class	Population
I	30,000 or over
II	10,000 to 30,000
III	5,000 to 10,000
IV	2,500 to 5,000
V	Below 2,500

The basis upon which the men are paid includes the number of rooms taken care of, length of service, general capability or a combination of these.

Hours of Work

It is not feasible to expect acceptance of regular hours of work throughout the year, inasmuch as most schools in Connecticut employ only one custodian. Seventy-three per cent of the towns represented have only one-custodian schools, while an additional 17 per cent have no schools with more than two custodians. This leaves very few schools with enough custodians to make possible a reasonable system of work schedules properly staggered among the men.

Reports given by custodians show a wide range of daily working hours. It is understood, of course, that the hours vary with the season. Some indicated that they worked as much as 12 hours daily. A 60-hour week is indicated by 26 per cent of the custodians reporting, and 39 per cent more report a 50-hour week.

In this day when labor is talking of the ill effect of more than a 40-hour week, 75 per cent of school custodians involved in this study are working 50 hours or more weekly.

In 1935 the U. S. Office of Education³ gave figures relative to working hours of school custodians. Linn refers to the "startling fact" that such a high percentage of the men (26 per cent in cities of 100,000 population and over, to more than 48 per cent in cities of from 2500 to 10,000

²"Personnel Policies for Building-Service Employees," Part I, H. H. Linn, SCHOOL BOARD JOURNAL, pp. 23-24, February, 1940.

³Rogers, James F., "The School Custodian," U. S. Office of Education, Bulletin No. 2, 1938.

population) are expected to work ten hours or more a day. He feels that since 1935 there has been considerable improvement but that many men are still expected to work nine to ten hours a day.⁴ The Connecticut figures seem to show but little improvement over Rogers' figures of 1935.

Sick-Leave Allowances

The custodian should be allowed sick leave on the same basis as is common for teachers. The frequency of absences on the part of custodians is low and the cost for sick-leave provisions would be correspondingly small. Failure to allow sick leave with pay might lead to the practice of an employee returning to work before he is physically fit to do so. Minor injuries may be disregarded by the men and serious complications follow.

In Connecticut there is a wide range among the schools in the matter of sick-leave provisions, ranging from no leave at all to a maximum of 30 days leave annually.

In 46 per cent of the towns the custodians receive sick leave equal to that of teachers. In 26 per cent of the towns where teachers are granted sick leave, the custodians receive none.

Tenure and Retirement

Only four of the 169 towns have provisions for tenure, but dismissal is rare. Retirement provisions are still more important but just as uncommon as tenure. Only four towns have retirement provisions. The custodian does not have the benefit of social security or of the state system of retirement which applies to teachers and to state employees. He is comparatively old when he takes up this type of employment and is kept on longer than is often wise because there is no provision for his old age. This seems to point out one of the critical needs of the school custodian.

Working Conditions

There is evidence of systematizing the work of the custodian by the use of time schedules, although we still find 65 per cent of the towns not making any use of schedules to increase the efficiency of the work done. More than 25 per cent of the men have added duties as traffic officers and supervisors of shower rooms, cafeterias, or corridors.

Although industry has made use of modern devices in order to accomplish more work with fewer men, it is interesting to note that 83 per cent of the custodians are using the brush-and-broom method of doing their work without the aid of vacuum cleaners, scrubbing machines, and any other mechanical laborsaving devices. This may be due to the number of small schools involved in the survey, but the more important reason we believe to be the hesitancy

of boards of education to spend money for what seems to be expensive equipment. Even before the oil shortage, few of the men had mechanical equipment for fuel — only 27 per cent had such aids. One custodian reports in his care five hot-air furnaces, another seven — in addition to his other duties.

In-Service Training

When this survey was begun there were a few isolated cases of in-service training in the state. Hartford has been the leader in this work and has established a thorough course in school housekeeping, heating and ventilation, plant maintenance, safety, landscaping, electrical equipment, and personal appearance. Only 19 per cent of the custodians questioned had any training and this was more or less incidental. Approximately 12 per cent of the towns had in-service training programs, generally carried on by the superintendent of schools. Since this study has been completed the State Department of Education and the University of Connecticut have established summer sessions which have been patterned after Dr. Linn's course at Teachers College. Lectures and demonstrations constitute the offerings and promise to be the solution to the training program. All sections of the state are covered and the courses are planned over a four-year period. They are under the direction of Dr. A. M. McCullough of the State Department of Education and there is no tuition charge.

The Custodian Suggests Improvement

The average Connecticut custodian was 45 years old at the time of his appointment. He has had ten years experience and is now 55 years old. To do his work efficiently he should receive training. Linn states that from three to five years are needed to have a well-trained custodian and holds that 65 is the advisable age for retirement.⁵ Not many years of trained service are possible under such a plan.

The custodians were asked to comment on present practices provided their superintendents had already granted permission for such a procedure. They showed an interest in in-service training, staggering the hours of employment, improvement of playground surfaces, curtailing of extra duties, use of more modern appliances, teamwork during summer assignments, greater generosity in purchase of supplies, pension or retirement provisions, use of oil burners, teacher cooperation, modernization of old buildings, and greater knowledge of cleaning materials.

Suggestions for the improvement of custodial work as written into the questionnaire by the custodians are important enough to be given here in part. One would not have to go much further than this list to be able to map out a good future pro-

gram in this field. Some of the suggestions, abbreviated for clarity, follow:

Coal burners be replaced by oil. This would give janitors more time in which to keep the building clean and also an eight-hour day.

Supplies and equipment be supplied somewhat more "generously." If the surface of the playground were treated much extra work and unhealthy dust could be eliminated.

Have a vacuum cleaner — pension system.

There should be some kind of a summer school where all school custodians should be compelled to attend. All school custodians should pass some kind of an examination to see if they are fit for the job.

Teachers and board members give full cooperation.

Have the tools to work with, the time to do the work, and above all the ability and will to do it.

The custodian's hours should be eight hours a day; all over eight hours a day should get extra compensation.

The men should be mentally and physically sound and not too old at the time of appointment. They should be given good tools to work with. Never ask them to do something and then tell them it will only take a minute. The day of the old janitor has gone.

Cooperation is essential all along the line — from board to pupil.

Use modern equipment for cleaning. Modernize old buildings.

A janitor can do more work if it is worked out in a system. A special time for each task. Teacher can help a lot if she has good order.

A custodian must always remember that he is not only the custodian of the building he works in but also the custodian of the health of all those who are in the building and that upon the thoroughness of his work rests the health of all who use it. Being a custodian I know that a word of praise from those higher up goes a long way toward keeping the morale of the men up where it belongs and also acts as a booster in more ways than one. Principals can do more to help their custodians than anyone I know of by occasionally taking a trip through the building with the men. The men should be encouraged to visit other schools in other towns. I have found that one can learn a lot this way and also gain ideas. Frequent meetings of the faculty and custodial staff are also a great benefit.

An interesting point is the striking similarity between this study and that made in Kansas by Brown and Wellbourn in 1941.⁶ Except for the matter of in-service training the two surveys showed almost identical conditions in two states far removed from each other.

A Few Recommendations

Here is a field in which action is needed and needed soon if we are to retain good men now in service and attract others. The ages of many of the men indicate that retirement will be large in the near future. Despite high wages paid to industrial workers, security and permanency can be offered in school positions if wisdom is applied to the problem. Selection can be based on:

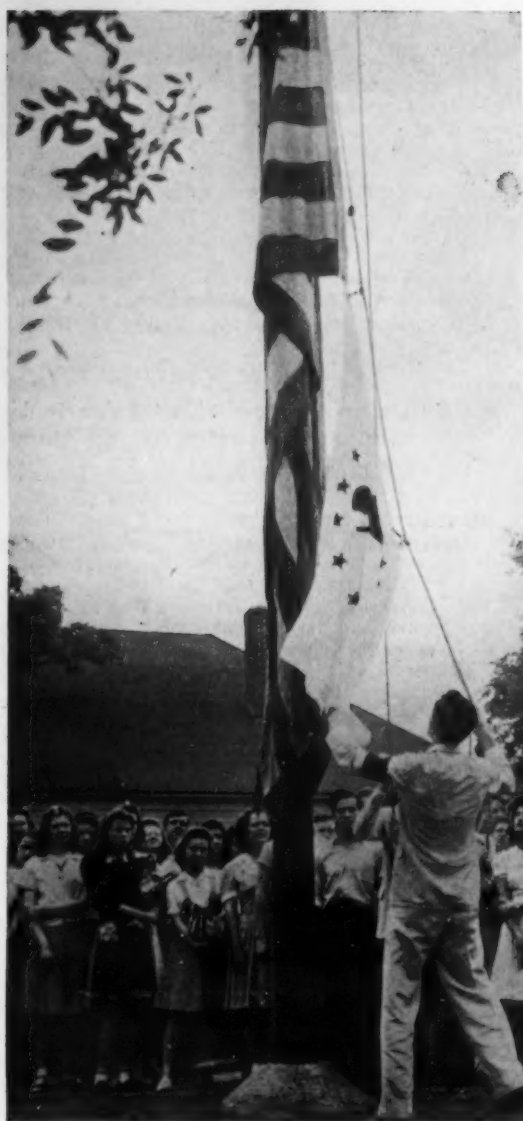
- | | |
|----------------------|------------------------|
| 1. Health | 8. Citizenship |
| 2. Intelligence | 9. Personal appearance |
| 3. Formal schooling | 10. Personal habits |
| 4. Age | 11. Marital Status |
| 5. Physical strength | 12. Courtesy |
| 6. Experience | 13. Tact |
| 7. Training | 14. Moral character |

(Concluded on page 60)

⁴Linn, H. H., "Personnel Services for Building-Service Employees," Part II, SCHOOL BOARD JOURNAL, April, 1940.

⁵"Personnel Policies for Building Service Employees," Linn, H. H., SCHOOL BOARD JOURNAL, April, 1940, p. 29.

⁶Brown, E. J. & Wellbourn, R. P., "Meet the Custodian," *School Equipment News*, May, 1941.



A Birmingham High School Meets the Challenge of War

Dr. Sue Maxwell¹

The Minute Man Flag, awarded the school for its sale of war bonds, was raised in an impressive ceremony.

It took days, or weeks, or even several months, for most of us to recover from the shock of Pearl Harbor. On that Sunday afternoon as the radio told the grim details of our betrayal, we all knew that war had come, but even then we could not picture the drastic changes that would necessarily occur in our schools. In my own school the first realization came when instructors became more than usually silent for a few days, and then one by one the men began to answer the call to arms. Then hundreds of older boys took up their example and as silently withdrew from classes and volunteered for service.

The outward appearance of our building must represent a pattern of any big American high school: patriotic posters are met at every step in the halls and classrooms; a new and beautiful flag flies over our roof; a service flag in the auditorium daily reminds us of lads in the jungles of New Guinea, the sands of North Africa, and the rough waters of the Caribbean;

air-raid drills have become a part of our existence; patriotic songs instill courage in those of us who remain to teach or study and give inspiration to those who are on their way; the shops are open at night for adult defense workers who need added training; teachers and pupils absent themselves from classes to aid in rationing and registration; fewer automobiles are in evidence; students and teachers hurry to defense classes after school or at night, courses in many instances taught by members of our own faculty.

The inner spirit of our school is one of realistic appraisal of what has to be done to win this war, and a grim determination to gear the school effort to that purpose.

After some deliberation, Ensley High School decided that it could best serve the war effort by organizing into some particular plan that should pervade the school and have precedence over other school activities. The Federal Office of Education had already drawn up just such an idea in its outline for a National Victory Corps, and in February of this year Ensley joined other foresighted secondary institutions of

the nation by allying itself with this organization. Our ideal is to harness the potential strength of our sixteen hundred pupils for whatever national or community need it can best serve at any given time. Following fairly closely the government bulletin's suggested plan for our victory corps, we organized with a strong steering committee of three teachers in addition to one or more sponsors for each of the six divisions of the corps. Selecting a minimum amount of uniform, stressing service rather than show, we chose as our only insignia a navy blue arm band with an emblem representing one of the various divisions, the general, the land, sea, or air service, the community, or production division.

Following our solemn installation, wherein a third of the student body was inducted at one service with officials from the Army, the Army Air Corps, the Navy, the community, and the school receiving their pledge of allegiance, a project was allotted to each of the six divisions. I shall note later how satisfactory have been the results of those projects from the educational and war-service standpoints.

¹Chairman of the Ensley High School Victory Corps, Birmingham, Ala.

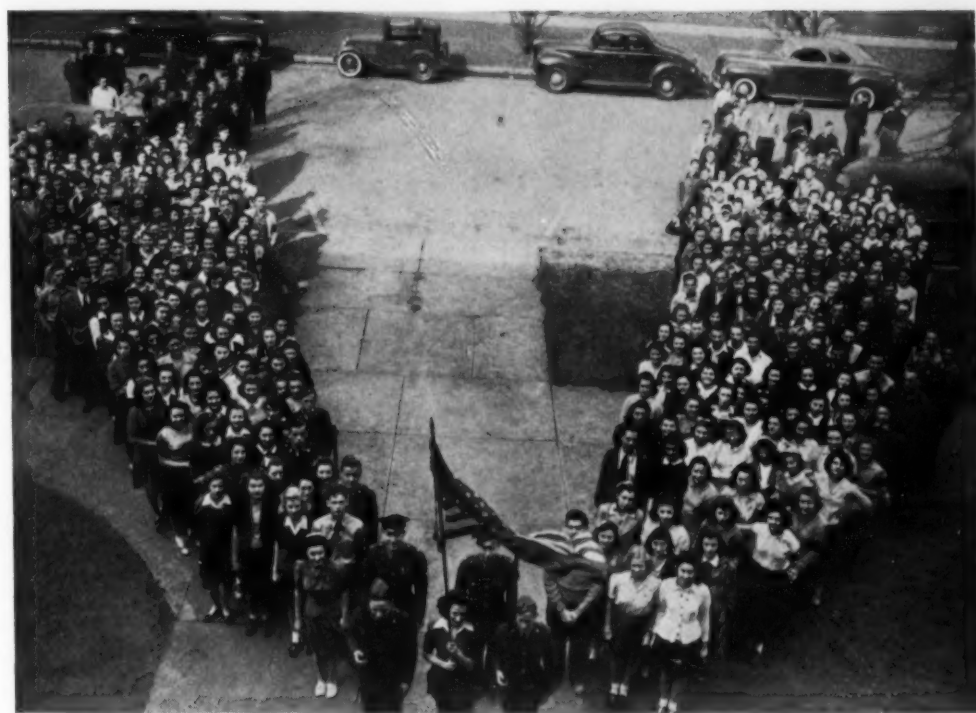
Better and More Physical Education

Since the basic qualification for admission into the National Victory Corps is participation in some daily form of physical exercise, we started off at a disadvantage. Our students, like all those who suddenly found upon entering the armed forces that they lacked the toughness necessary for modern warfare, were, on the whole, accustomed to no regular schedule of tough body-building exercises. In order to participate in our corps hundreds of pupils had to be provided with physical education. In the emergency we stuffed the boys' and girls' gymnasiums to overflowing, swelled the ranks of our ROTC, and still had hundreds to be cared for. In co-operation with the ROTC, and at their request, we opened all large study periods to participation in the Victory Corps. Under direction of an army instructor, and by the help of student officers of the ROTC, we have two hundred boys and girls taking the regular drill of army calisthenics daily. One class, largely made up of senior boys who had no time during school when they could get drill, meets daily with a volunteer student officer before class. Many pupils have had to forego membership for this semester because their schedules would not allow gymnasium exercises during the day and an instructor was not available after school.

Out of this special training, given in most cases to pupils who had never registered in a physical education course, has come much good and some comedy. Unused to the term *calisthenics*, a freshman boy very seriously asked to be allowed to sign up for "army cosmetics." When allowed to form a girls' rifle team, many hundred girls appeared just for the adventure, but when the team went to work in earnest, eliminating those who were more interested in show than shooting, our team won the city championship. No school credit is given for any course offered for eligibility for membership in the Victory Corps.

Under our plan, all curricular and extra-curricular activities center about the Victory Corps. All clubs who wish to exist through the war must contribute something to our effort. As a consequence some of them have done outstanding work. Immediately upon our organization, the Girl Reserves asked permission to open a booth every day for the sale of war stamps and bonds. In the first week they sold more stamps and bonds than the school had purchased in the month preceding. Since Pearl Harbor our combined sales have reached \$24,680.85.

The Electron Club, a science organization, has been busy all the semester getting official fingerprints of the student body. They work by session rooms, calling in students at their study periods, or before or after school. They expect to obtain,



Just a few members of the Victory Corps, Ensley High School, gathered in front of the building to form a huge letter "V".

classify, and file the fingerprints of the entire student body.

The Red Cross Club, besides sewing and rolling bandages, aided in the recent national drive for Red Cross membership. We have approximately one hundred per cent membership.

Curricular Innovations

Some new courses have been added to the curriculum at Ensley, and some new material and new slants have been given to old ones. We have two classes in pre-flight for boys who hope to enter the air corps; we have a first-aid class and a class in home nursing, taught by members of our own faculty but carrying no credit except that of duty done. We have two coordinators, one who handles students in diversified occupations (they are pupils who stay at school half a day and work as nurses, dieticians, morticians, or shop workers, etc., the other half) and one who trains students in distributive education (those who attend school in the mornings and work as salespeople in retail stores in the afternoons). A two weeks' course in consumer education has been given in various classes by a faculty member active in the consumers' problems in the state.

All courses have been touched by the war effort; some merely teach the same thing but teach it harder; some have shifted emphasis from one phase of the subject to another. There is a 10 per cent increase in membership in science, mathematics, and commercial classes. In science emphasis is placed on basic laws, of course, but navigation, aeronautics, meteorology, and conservation of natural resources are emphasized. Designs and

machinery are studied; model planes, tanks, and ships are made and studied for identification. The science department operates the movies in our school and cooperates with the OWI in acquainting the students with war pictures.

All commercial classes run on their own impetus. The fact that all commercial graduates of last year found good jobs, in some cases paying more than the salary of the teacher who taught them, has added zest to the drills. Some war material has entered the content of the courses; civil service examinations are used as drills, military correspondence is a matter for practice, and army office training is included.

New-fangled methods in mathematics are frowned upon, but hard and serious teaching is stressed. Samples of the Annapolis examinations are available to upper semester students, but mastery of old material is the watchword.

Industrial arts has become so much a part of the war effort that a student no longer considers it as a class; it is training for some part of the service.

Home Economics and History

Home economics has necessarily bowed to the exactions of the war conditions. In foods, girls are taught how to feed a family intelligently with rationing here for the duration. They are taught how to buy good cheap cuts of meat and how to substitute other food values for meat without losing total nutritive values. A model tea-room and a model apartment in connection with the home-economics department aid in practical application of teaching. In clothing, girls are advised to make a basic dress for all occasions, and then they are



The Victory Gardeners represent an impressive group of serious boys and girls.

shown how to care for it in this era of new and untested materials.

History and geography have become global. Serious attention is laid upon the use of maps and charts, and stress is put upon levelheaded interpretations of current speeches and communiqués. Racial tolerance, especially since we are in the South where we are always confronted by the Negro problem, is taught as a necessity for a lasting peace. The Atlantic Charter is considered as a step toward world democracy; the American heritage is prized as never before. American heroes are becoming better known, and America's past, present, and future are up for discussion.

Music is used as a morale builder in addition to its old cultural purpose. Art, too, has added patriotism to its love of culture; its practical side is demonstrated by posters, service flags, etc. In addition, boys in art classes are being taught color recognition in order that they may pass various color tests for branches of service, and that avoidable accidents may be prevented by servicemen who have been taught the fine discriminations of color that aid in signal work.

English, my own subject, has become less classical and more American, less stodgily cultural but more common sense and practical. Since this war calls for a clear understanding of the fundamentals of communication, both written and oral, more attention is being given to clear expression and simple comprehension. It's better for every serviceman to be able to read the bulletin of the day than for a favored few to be able to recite Chaucer. Letter writing is stressed. Outside reading is no longer limited to so-called classical authors, but students are urged to read books that will acquaint them with our enemies and our allies. Boys are urged to read deeply in material concerning the countries where they may serve later as

soldiers. The spiritual and moral values of literature are being especially brought forward. Poetry with its stirring examples of courage and its solace to breaking hearts has become a favorite study with boys and girls who will soon need that courage and comfort.

Modern and ancient languages have experienced a rebirth. Latin is no longer dead because it holds the story of Rome, Carthage, Tunis, and Hannibal. French has a new interest when brothers and sweethearts are speaking it in North Africa; Spanish is now the tongue of our neighbors, and a language offering jobs for interpreters.

Traveling a New Road

All in all, we of Ensley High have lost much of our old rut, and the traveling over a new road has been beneficial to teachers and pupils. Any class can give up its sacred time to tune in a radio to hear such celebrities as Madame Chiang Kai-Shek, or Eddie Rickenbacker; any class can stand still while salvage collectors pick up from every room boxes of old hose or piles of metal scrap. We can put first things first. Our school paper, the organ of our various endeavors, carries its silly gossip column with a serious purpose—a copy is sent to every name on our service flag whose address we know.

In summary, for this past semester we pledged ourselves as a faculty and a school to keep the war effort foremost in our minds and in our actions. Results show that in much we have succeeded. We have over a thousand students aiding in civilian defense; we have many teachers and students who have donated blood to the plasma banks, although students are not urged to do so; we have many girls helping roll surgical bandages and sewing on regular schedule for the Red Cross; we have volunteer helpers at the U. S. Office

of Rent Control in this city. As to the major projects allotted to the six branches of the Victory Corps at their first business meeting in February, five have been completed. The General Division, made up of lower semester students who have not yet decided what special training they want from the Victory Corps collected a truck load of prepared tins, ready for shipment to a detinning factory. The Land Division, made up of boys and girls who hope to enter the land service of the army, handled the Victory Book Drive, donating over 1800 volumes to the armed forces. The Air Division, those people who expect to enter some part of the Air Service, handled the task of collecting old silk and nylon hose for use as powder bags; their drive brought in over two thousand pairs. The Community Division, pupils interested in becoming professional or community workers, have just completed a Red Cross drive with a total of \$206.75 from 1623 students who were not expected to donate but ten cents apiece. The Production Division has just rounded up its Victory Garden campaign with 400 victory gardeners on its roll. The Sea Division, sponsoring an open drive for magazines for the servicemen, with over 1500 already being distributed before the drive is intensified, sponsored the April Bond and Stamp Drive. We have found the old truth—in union there is strength.

THE WAR AND THE CLASSROOM

Morale is an essential element in a nation's strength. Always a decisive factor in war, its importance has increased as war has come to engage whole populations. The Axis nations know this. They have used the schools to indoctrinate and inspire their young people and have employed propaganda both for home and foreign consumption as a major instrument of war. Morale is largely a consciousness of the importance of one's cause in terms of the past and future. All Americans must realize that the cause of human liberty is at stake. They must see America, in the light of history, as the hope of free men everywhere.

It is in the strengthening of morale that the schools can make their greatest contribution to victory. The youth of America must be taught the story of her struggle for freedom, and the origin and development of her institutions. They must be inspired by the courage and vision of the heroes of American history. They must be instructed in world geography and the revolutionary changes that aviation has made in all our thinking about that subject. They must, by precept and practice, come to understand and appreciate the exalted concept of man as a creature of God with inalienable rights—the idea upon which democracy is based. When the war is over, they must be prepared to continue to work for a sound and lasting peace. They, and the American people, must learn the lessons of this war if a greater catastrophe is to be avoided. The extent to which they learn them depends in large measure upon the classrooms.—James L. Hanley, Superintendent of Schools, Providence, R. I.

Shall Federal Old-Age and Survivor Insurance be Extended to School Employees?

Lee R. Gilbert, Ph.D.¹

The previous article was devoted to a discussion of the history of the Social Security Act and the arguments in favor of its extension to cover public employees who are now exempt. The arguments stated in favor of Social Security extension to public employees were: (1) At least 25 per cent of all public employees are now unprotected by any retirement plan. (2) Existing public employee retirement arrangements are unsatisfactory in that benefits are low, disability and survivorship allowances are either entirely lacking or are inadequate, qualifying conditions are harsh and that many plans are actuarially unsound. (3) The entire nation would benefit ultimately by such universal insurance.

Let us turn our attention now to the reasoning directed against the extension of the Social Security Act to public employees.

Arguments Against the Extension of the Social Security Act to Public Employees

1. *Special public employee retirement systems would fall.* Both economic and political factors would soon lead to the abandonment of state and local employee retirement plans in favor of the national system. Most local jurisdictions have only limited taxing powers and in the event that Social Security taxes were added to the present load, the problem of where to raise the revenue would become acute. Further, the problem is presented as to how special public employee retirement allowances, in addition to the basal federal benefits, could be justified to the taxpaying public.

2. *As a substitute for existing protection, the federal plan is unsatisfactory:* The retirement benefits are lower under the Social Security Act. The weighted benefits of the federal plan place a premium upon low average wages and large families. This argument urges that groups earning salaries higher than those of common labor and enjoying stability of employment can provide more adequate benefits by special plans of protection. Since a majority of teachers are single women with no dependents eligible for protection under the Social Security Act, they secure larger benefits under independent teacher plans. At present, recipients of retirement allowances from teachers' retirement systems are receiving approximately 50 per cent of their former

average salary while the primary benefit payable under the federal law would be approximately 30 per cent for the same income class. The opponents of extension point out that, unlike their own special systems, the Social Security plan does not at present allow withdrawal of employee contributions, makes no provision for disability allowances, does not permit retirement before age 65 regardless of length of service, recognizes no prior service, prohibits postretirement remunerative work, and places an absolute ceiling of \$85 upon monthly allowances. On this last point it is cautioned that the practical maximum allowances is much lower than \$85 per month since a calculation of a primary benefit based upon 45 years of coverage at the very high average annual salary of \$3,000 yields a figure of only \$58 per month. While this may be increased by wife's and dependent children's grants, two significant facts may be indicated here: (1) that the majority of men eligible for primary benefits do not have either spouse or children who meet the requirements of the statute,² and (2) that the majority of the nation's public school teachers are single women who would not benefit from the family allowances as provided in the Social Security Act.

3. *A pay-roll tax upon public employers may be unconstitutional:* The principle that states and the Federal Government are immune from taxation by each other dates back to the historic decision of Chief Justice Marshall in the case of *McCulloch v. Maryland* in 1819. Largely on the strength of this precedent, in 1871 the Supreme Court of the United States declared unconstitutional an attempt of the Treasury of the United States to collect an income tax upon the salary of a state justice, holding that taxing the salary of an employee was tantamount to taxing the state itself.³ While the Supreme Court has recently reversed itself on the status of employees of states and their subdivisions and allows now the collection of federal income tax upon their salaries,⁴ no issue has confronted the court in recent years in which it was required to rule on the direct taxation of a state or a local government as an employer.

²This is substantiated in a report of the operations of the old-age insurance system, see Social Security Board, *Fifth Annual Report, 1940*, p. 43, and *Hearings Before the Special Committee to Investigate the Old Age Pension System*, U. S. Senate, 77th Congress, 1st Session, Part I, p. 207.

³*The Collector v. Day*, 11 Wallace 113.

⁴*Graves et al v. New York ex rel O'Keefe*, 306 U.S. 466.

4. *Use of the old-age and survivors' insurance fund as a credit instrument may be dangerous.* The very indication that this fund may be used for purposes other than insurance is advanced as a potent argument against the expansion of the fund. Opponents of federal extension point out that old-age insurance should not become involved in credit or inflationary manipulation by the government.

Some Present-Day Problems

The writer's study of the development of retirement plans, both for special groups and for all workers as a whole, leads to the following conclusions as to the problem of the extension of old-age and survivors' insurance to public employees, particularly public school employees:

1. In terms of average size of retirement allowances granted and the existing provision of disability allowances in almost all instances, public employee retirement plans provide benefits superior to those now granted to workers covered by the old-age and survivors' insurance section of the Social Security Act.

2. Public employee retirement systems show deficiencies in their failure to cover all public employees, in their frequent lack of actuarial soundness, in the general absence of legislation authorizing the granting of deferred annuities to employees who leave the retirement system before reaching pension age, and in payment to the higher-salaried employees of retirement allowances which represent too small a fraction of their former earnings.

3. It is apparent that the majority of state and local teacher retirement systems need reorganization along actuarially sound lines.

4. It is also desirable, that as soon as feasible, teachers not now protected by a special retirement plan should be given security equal to that enjoyed by other teachers and public employees who are so protected. This implies action to organize retirement systems in those areas where to date no material results of such efforts can be seen.

5. Provision should be made for the exchange of service credit among retirement systems, or the granting of deferred annuities to prevent the penalization of a teacher who transfers from one system to another.

6. Increase in the size of retirement units may assist in promoting soundness of the retirement plan both by spreading the risks more widely and by making financially feasible the employment of a

¹Dean of Boys, Euclid Central High School, Euclid, Ohio.

professionally competent staff to administer the plan. Any increase in the geographic scope of the retirement system will also tend to decrease the frequency of loss of retirement rights due to the teacher's moving from one position to another.

7. More adequate annuities may be obtained through the voluntary purchase of additional annuities through the regular deposit of premiums concurrent with employment. Such accumulations would be used to purchase, at cost, additional annuity at the time of retirement. No matching of these funds would be required of the employer.

8. An increase in the level of disability benefits granted by teacher retirement systems and the addition of survivors' benefits by such systems is probably inexpedient at the present time. The guaranteeing of more adequate and secure benefits during old age would appear to meet the purposes of a teacher retirement system.

9. Since the efficiency of public education depends in large measure upon school employees as well as upon teachers, non-teaching employees should be accorded the retirement privileges suggested for teachers. As late as 1941, the National Education Association estimated that of the 250,000 to 275,000 noncertificated school employees in the United States that "less than one third are covered by existing retirement systems, state or local."³⁰

10. Teachers of the United States should accept the necessity for the im-

provement and extension of retirement plans for all public school employees as a professional obligation.

11. If the suggested changes are effected in teacher retirement status as well as the according of similar privileges to other employees of the public schools, there would then appear to be little justification for a blanket extension of federal old-age and survivors' insurance to teachers and other public school employees. There is no convincing evidence to prove that "social security" demands that all employed persons in the nation be included in a single insurance system which may be used, as indicated, for purposes of credit manipulation.

12. In the event the adjustments concerning retirement plans for all public education employees are not soon realized, teachers acting through their several professional organizations should recommend that the Social Security Act be extended on the compact plan wherein state or local employees would be brought under Social Security coverage only by the voluntary agreement of a state or one of its subdivisions reached with the Social Security Board. This procedure would permit each state to determine whether to accept coverage for its employees and the classes of employees which it may wish to protect. Not only will the constitutional problem of intergovernmental taxation be avoided, but each state will be forced, both because of the pressure of its employees and of public opinion generally, either to accept the basic protection afforded by the Social Security Act or to make other provision at least equally adequate.

³⁰National Education Association, "Status of Teacher Retirement," *Research Bulletin*, XIX, No. 1 (January, 1941), p. 7.

When Are Schools Liable in Bus Accidents? S. C. Joyner

(Concluded from June issue)

A South Carolina court held that neither the commonwealth nor any of its political subdivisions is liable in action unless made liable by express enactment of the general assembly, except where the acts constitute a taking of private property for public use without just compensation.³¹ In another South Carolina case the decision was that Section 5350 of their 1932 Code, which provides that school districts may sue and be sued, imposes no tort liability on school districts.³²

The South Dakota courts held that if the school districts did not exceed the authority granted them, then they were performing a governmental function as agents of the state and were not liable in the absence of a statute imposing liability.³³ If the school districts did

exceed authority granted them, then the acts of the school district officers in so exceeding their authority were "ultra vires" and therefore the school districts were not liable. In such cases, however, the officers could be held personally liable.

Further decisions supporting the nonliability of school districts when performing a governmental function may be cited from the court records of Idaho,³⁴ Louisiana,³⁵ and Oregon.³⁶

District not liable when school board carries insurance. In two decisions, one in Alabama³⁷ and another in Georgia,³⁸ school districts were

³¹Idaho, *Common School District No. 61 v. Twin Falls Bank and Trust Company*, 50 Ida. 711, 4 Pac. (2), 342 56 A.L.R. 152.

³²Louisiana, *Horton v. Breunville Parish School Board*, 4 La. App. 123 (1927).

³³Oregon, *Rankin v. School District No. 9*, 143 Or. 449, 23 P. 2d, 132.

³⁴Alabama, *Hughes v. Hartford Accident and Indemnity Co.*, 223 Ala. 59, 134 So.

³⁵Georgia, *Ayers v. Board of Education of Hart County*, 192 S.E. 256.

held not liable even though the board of education carried liability insurance.

School district not liable when incidental profit is made. The Michigan courts have ruled in four different cases that the community of a school district was not affected when incidental profit was made. In the case of *Johnson v. the Board of Road Commissioners*, the decision was as follows:

Municipal corporations and other governmental agencies when performing a purely governmental function do not lose their immunity from liability for their negligent performance merely because they derive an income therefrom, provided the income is only incidental to the main purpose of so functioning and aimed at governing the cost of the undertaking.³⁹

School Officers not liable when performing public or governmental work. In three Idaho cases officers of the district were held not liable when performing public or governmental services. The Supreme Court held in the case of *Common School District No. 61 v. Twin Falls Bank and Trust Company* that school district officers who perform statutory duties for the district act only in public and governmental capacity.⁴⁰

In two Iowa cases⁴¹ and one Louisiana case⁴² the immunity of the school district was extended to its officers.

The New Hampshire courts in the case of *Sweeney v. Young* decided that when a public officer is authorized or required by law to look into the facts and act upon them in such a manner as to necessitate the exercise of discretion, his acts are quasi judicial in character.⁴³

C. Decisions Involving Contractors

A California court found a bus contractor to be an employee of the school district since the district reserved the power to terminate the contract at will.⁴⁴

A Georgia case resulted in the decision that an independent contractor or school-bus operator was a "carrier of passengers" and must use extraordinary care for the safety of school children riding in his bus.⁴⁵ The Iowa courts held that although a school district is not liable on the grounds of governmental function, the individual operator may be held liable if he is negligent on the grounds of misfeasance in office.⁴⁶ A California suit also resulted in the contractors being held liable.⁴⁷

³⁹Michigan, *Johnson v. Board of Road Com'rs.*, 253 Mich. 465, 471, 235 N.W. 221, 223 (1931). *Curran v. City of Boston*, 151 Mass. 505, 24 N.E. 781 (8 L.R.A. 843), 21 Am. St. Rep. 465 (1890). *Bolster v. City of Lawrence*, 225 Mass. 387, 114 N.E. 722, L.R.A. 1917B 1285 (1917). *Bell v. City of Cincinnati*, 80 Ohio St. 1, 88 N.E. 128, 23 L.R.A. (N.S.) 910 (1909).

⁴⁰Idaho, *Common School District No. 61 v. Twin Falls Bank and Trust Company*, 50 Ida. 711, 4 Pac. (2) 342, 56 A.L.R. 152.

⁴¹Iowa, *Hibbs v. Independent School District of Green Mountain*, 218 Iowa 841, 251 N.W. 606 followed in 255 N.W. 463.

⁴²Louisiana, *Hall v. City of Shreveport (La.)*, 102 So. 680 (1925).

⁴³New Hampshire, *Sweeney v. Young*, 82 N. H. 159, 131 Atl. 155, 42 A.L.R. 757.

⁴⁴California, *Smith v. Fall River Joint Union High School District*, 118 Cal. App. 673, 5 Pac. (2d) 930.

⁴⁵Georgia, *Sheffield v. Lovering*, 51 Ga. App. 353, 180 S.E. 523.

⁴⁶Iowa, *Olson v. Cushman*, 276 N.W. 777 (1937).

⁴⁷California, *Smith v. Fall River Joint Union High School District*, 118 Cal. App. 673, 5 Pac. (2d) 930.

³¹South Carolina, *Brook v. One Motor Bus carrying 1037-38 So. Carolina License V1357, Motor No. 45590, Serial No. 40476*.

³²South Carolina, *Sherbert v. School District No. 85, Spartanburg County*, 169 S. C. 191, 168 S.E. 391.

³³South Dakota, *Shornack v. School District No. 17-2 of Brown County*, 266 N.W. 141.

In a Florida decision, an independent contractor was held liable when he negligently permitted a wire screening to fall into disrepair, thus enabling a student to reach through the screening and open the door while the bus was in motion.⁴⁸ The seven-year-old plaintiff was thus permitted to alight and cross the road, and an approaching truck struck the plaintiff. A contractor is held liable if he does not use every reasonable precaution.

Negligence was not proven against an independent contractor in a case in which an infant passenger had been allowed to get off the bus and after the bus had proceeded some three lengths ahead, the child was struck by a car coming from the opposite direction.⁴⁹

A Catholic child who was transported by an independent contractor at the request of the superintendent of public instruction to and from the Catholic school in the same community was injured.⁵⁰ The court ruled that the contract with the contractor did not obligate him to transport these pupils, and that the pupil is therefore a "guest" who can recover only for gross negligence for the want of misconduct.

In a Washington decision in 1926, an employee-driver was held not liable in absence of proof of negligence. Liability was probably conceded in case of negligence.⁵¹ In a 1928 Indiana case, the jury found no negligence on the part of the independent contractor or the township trustee in a case in which a school bus overturned and injured a pupil.⁵² In this case, the school truck was owned by an independent contractor and the bus body was furnished by the township.

D. Cases Involving Drivers

Drivers held responsible for negligent operation of their vehicles. The driver of a Georgia school bus who was employed by school trustees to transport school children to and from school under the statute was held liable for the death of a school child caused by the negligent operation of his bus.⁵³ The New Jersey Supreme Court held that a jury should decide whether the bus operator was guilty of negligence, and accordingly reversed the judgment of nonsuit.⁵⁴ The independent contractor and his operator would be liable if negligent.

In an Ohio case the driver of a school bus stopped on the right side of a hard-surfaced road within 160 feet of a pupil's home, which was on the left side of the road.⁵⁵ The pupil, a six-year-old boy, got out, went around the front of the bus and, while undertaking to

cross the road in heavy traffic, was injured. The driver was held to be negligent and recovery was allowed. The court held that the bus driver occupied a different relation to the child than that of a common carrier and that, since the child was required to cross the roadway, there being moments when he could cross with safety and moments when he could not, it was the duty of the bus driver to direct a safe crossing.

In an Oregon suit a school-bus driver was held liable for negligence in parking his bus with which a pupil collided in sliding down an incline.⁵⁶

A Virginia school-bus driver, who was late in arriving to take children from school and who from previous experience knew that the children customarily crowded around the bus in which about one hundred were carried, was negligent in failing to bring the bus to a stop before an accident in which a thirteen-year-old boy was shoved by other pupils and fell under a slowly moving bus.⁵⁷

In several other cases school-bus drivers were held liable for negligence—one case in Alabama,⁵⁸ two in California,⁵⁹ and one in Iowa.⁶⁰

Driver liable if negligence proven. In two court decisions—one in New Jersey⁶¹ and one in New Hampshire⁶²—the driver was held liable if negligence was proven.

Drivers held liable when pupils are allowed to alight and depart in face of traffic. The driver of a Florida school bus was held liable for negligence when he stopped his bus in front of a pupil's home on the opposite side of the highway, opened the door and allowed the pupil to alight therefrom and attempt to cross the highway at a very dangerous time and place.⁶³

In a Texas decision⁶⁴ and an Ohio one⁶⁵ the driver was also held liable when pupils were allowed to alight and depart in face of traffic.

Drivers not liable—no negligence proven. In a case in which a school-bus driver rounding a curve at about twenty miles per hour, driving on his extreme right side, collided with approaching automobile traveling at high speed, no negligence was proven. The driver was held not liable.⁶⁶

In the case of *Gaudette v. McLaughlin*, negligence was not proven when a school child was struck by an automobile after alighting

from a school bus and crossing a highway to reach his home.⁶⁷

The Ohio courts have held that "a driver of a school bus, in the exercise of due care, is under no duty, before proceeding, to descend from his bus and ascertain the whereabouts of the alighting children when he has no knowledge of a child's close proximity of the bus."⁶⁸

In the case of a Texas bus driver, who was also school principal, one of his charges fell from the bus, was run over and killed. The principal was freed from liability because no negligence was shown.⁶⁹

In another Texas case, a child was killed by a car coming from the opposite direction while alighting from the side door of a bus into the middle of the highway where there was a curve so that one could not see farther than 100 feet.⁷⁰ The bus was being driven by a 21-year-old son of the contractor. The court held that the surety company was not liable for the tort of the son, because the bond expressly provided that surety bond would be liable only for the conduct of the father. The father was not liable for the reason that there was no proof that the son was operating the bus as his agent.

In an action by an infant against the driver and owner of a school bus for injuries sustained by infant when run over by bus, while running alongside of or hanging on side of bus, the evidence was insufficient to establish that the driver knew, or by exercise of reasonable care, should have known of the infant's position of peril so as to render driver liable. Negligence was not proven.⁷¹

In three other cases—one in Kentucky,⁷² one in New Jersey,⁷³ and one in Wisconsin,⁷⁴ the driver was not proven negligent and therefore was not liable.

⁶⁷New Hampshire. *Gaudette v. McLaughlin*, 189 A. 872.
⁶⁸Ohio. *Dickerhoff v. Blair*, 54 Ohio App. 320, 6 N.E. (2d) 990 (1936).

⁶⁹Texas. *Lewis et ux. v. Halbert et al.* (Tex. Civ. App.), 67 S.W. (2d) 430 (1934).

⁷⁰Texas. *Draper v. Robinson*, 106 S.W. (2d) 825, 1937.

⁷¹West Virginia. *Keirn v. McLaughlin* (No. 8803) Sup. Ct. of App. of W. Va., January 31, 1939, 1 S.E. (2) 176.

⁷²Kentucky. *Pelfrey v. Snowden*, 267 Ky. 432, 102 S.W. (2d) 352.

⁷³New Jersey. *Bicis et al. v. Public Service Coordinated Transport*, 115 N.J.L. 407, 180 Atl. 553 (1935).

⁷⁴Wisconsin. *Swenson v. Van Harpen et al.*, Sup. Ct. Wisc. 1939. Two Auto Cases 355, Par. 362, 283 N.W. 309.

PERSONAL NEWS OF SUPERINTENDENTS

► SUPT. H. S. THOMAS, of Maryville, Mo., has been re-elected for another year.

► LYLE H. HILL, of New Leipzig, N. Dak., has been elected superintendent of schools at New Salem.

► SUPT. B. F. PENNEBAKER, of Cadiz, Ky., has been re-elected for the next year.

► REID STOUT, of Lambertville, Mich., has been elected superintendent of schools at Temperance.

► DARRELL R. BLODGETT, of Jacksonville, Ill., has been re-elected for the next year.

► HAROLD G. HAWKINS, of Belding, Mich., has been elected superintendent of schools at Hartford.

► J. O. WADDELL, of Marion, Ky., has been elected superintendent of schools at Burkesville.

► WESLEY H. BOYCE, superintendent of schools at Clawson, Mich., has been commissioned a lieutenant in the U. S. Navy Reserve.

► A testimonial dinner was given on June 1, at Fort Thomas, Ky., for D. W. BRIDGES, who retired from the superintendency in June.

► HAROLD T. RAND, of Pittsfield, N. H., has been elected superintendent of schools at Rochester, N. H.

► W. T. VAN VOIRIS has been elected superintendent of schools at San Mateo, Calif.

⁴⁸Florida. *Burnett v. Allen*, Sup. Ct. 1934 (Rehearing Denied) 114 Fla. 489, 154 So. 515, followed in 114 Fla. 499, 154 So. 159.

⁴⁹Pennsylvania. *Stuckwish v. Hagan Corporation*, 316 Pa. 513, 175 A. 381.

⁵⁰South Dakota. *Schlitz v. Piction* (S. D.), 282 N.W. 519.

⁵¹Washington. *Nouguier v. Morgan et al.*, 141 Wash. 144, 250 Pac. 954. (Sup. Ct. Wash. 1926.)

⁵²Indiana. *Forrester v. Somerlott, Inc.* App. Ct. 1928, 88 Ind. App. 61, 163, N.E. 121.

⁵³Georgia. *Roberts v. Baker*, 196 S.E. 104 (Ga. App. 1938).

⁵⁴New Jersey. *Bicis et al. v. Public Service Coordinated Transport*, 115 N.J.L. 407, 180 Atl. 533 (1935).

⁵⁵Ohio. *Tipton v. Willey*, 47 Ohio App. 236, 191 N.E. 804 (1934).

⁵⁶Oregon. *Fahlstrom v. Denk*, 143 Or. 514, 23 P. (2d) 325.

⁵⁷Virginia. *Wynn v. Gandy*, 197 S.E. 527.

⁵⁸Alabama. *Daves et al. v. Rain*, 178 So. 59; Ex parte Board of School Commissioners of Mobile County, 178 So. 63.

⁵⁹California. *Smith v. Fall River Joint Union High School District*, 118 Cal. App. 673, 5 Pac. (2d) 930. *Haase et al. v. Central Union High School District*, 133 Cal. App. 23 (2d), 193, 80 Pac. (2d) 1044.

⁶⁰Iowa. *Montanick v. McMillin*, 280 N.W. 608.

⁶¹New Jersey. *Bicis et al. v. Public Service Coordinated Transport*, 115 N.J.L. 407, 180 Atl. 533 (1935).

⁶²New Hampshire. *Gaudette v. McLaughlin*, 189 A. 872.

⁶³Florida. *Pendarvis v. Pfeifer*, Supp. Ct., 1938, 182 So. 307.

⁶⁴Texas. *Brooks v. One Motor Bus Carrying 1937-38 So. Car. License 1357, Motor No. 45590, Serial No. 40476.*

⁶⁵Ohio. *Tipton v. Riley*, 47 Ohio App. 236, 191 N.E. 804 (1934).

⁶⁶Louisiana. *Pate v. American Employers' Ins. Co.*, 152 So. 363, followed in *Bounds v. American Employers' Ins. Co.*, 152 So. 364.

The Purchase of Educational Supplies and Equipment for 1943-44

Otis A. Crosby*

Looking forward is the part-time job of most people. For a select few known as purchasing agents it is distinctly a full-time vocation. War has restricted all provisioning plans of school officials for the past two years. It looms as the controlling factor in the singularly important task of tooling and retooling educational plants for the nation's conquest years of 1943-44.

Twelve months ago the universal request of school-business officials was for education priorities on a basis equal to those for national defense. Public consensus dictates that schools have played a far more important role in the total war effort than their earlier priority ratings suggested. Business management became impatient, annoyed by the fact that greatly needed supplies, materials, and equipment were stocked by dealers who could not release them.

Happily the coming academic year finds education in better circumstances. July is looked upon as catch-your-breath month by school administrators. Administrative minds are momentarily relaxed for the planning that must preclude another and vitally important school term. A fresh budget awaits tapping. On the debit side of the 1943-44 academic school ledger are many items of immediate concern—priorities, postwar needs, low inventories, substitute materials and substitute

equipment, community service demands, maintenance of repair, delivery problems, curriculum modernization, declining enrollments, wartime demands on personnel, a dwindling teacher supply, shifting populations, and severe building restrictions.

On the credit side several items of major concern greet the purchasing agent. Included are: better budgets, more adequate salaries for the teaching and the nonteaching staffs, a generally favorable public attitude toward the schools, opportunity to continuously serve communities in the school buildings, less quibbling about school costs, better professional understanding of school public relations, the purchase of bonds for immediate governmental aid and for delayed school aid, appreciation for the schools' leadership in salvage drives and particularly in civilian defense, and a more favorable priority rating for the replacement of most school supplies and equipment. In addition there is the guarantee of practically 100 per cent participation in the war against waste by children, the school staff, and the community. This frames the over-all picture, the forward look of boards of education and particularly of the school-business management.

Better Priorities in 1943

Examining the future in the light of the known present, the case for the schools is one of definite promise. At the outset officials are grateful for the replacements guaranteed by

the recent priority rating of AA-2x. This is hailed as the Federal Government's evaluation of the contribution of education in terms of the war effort. This in effect puts education "at the head of the class." It gives board officials and purchasing agents "a feeling of importance" in accordance with the magnificent job being done by the schools and the even greater job just ahead.

The very complicated subject of priorities, now simplified with AA-2x, will again be condensed and translated by various organizations and publishers. Heading the list of interpretative publications for 1943-44 is Bruce's *School Market Letter*. A second publication devoted largely to priorities is that of *School Business Affairs*, organ of the Association of School Business Officials. The *School Equipment News*, published by *School Executive Magazine* is also helpful. A weekly newsletter, *Tidings*, by the National School Service Institute formerly the National School Supply and Equipment Association, will continue with its helpful, authoritative interpretations of priorities. In addition to all this and the many purchasing aids appearing in monthly school journals, the WPB through its regional offices continues to render priorities advice and answers. Most school systems are finding the priorities problem so complicated that they are designating one person to handle all rating questions.

A preview of merchandise shortages looks somewhat like a roster of "Who's Who in



Scientific instruments will continue to be difficult to replace or to purchase as new equipment. The schools must continue to capitalize on the ingenuity of instructors and pupils alike in the repair of such equipment.



Beginning as early as the kindergarten substitute materials will be used in place of metal and lumber and the children will help salvage materials found in the home and the school.

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Chemicals, including chlorine, for the purification of water in swimming pools are high on the priority list of difficult materials to purchase. So far there seems to be no substitute for this vitally necessary element. Swimming in many instances will have to wait, as war will continue to demand first on chlorine.

America." Shortages in almost every field will remain as "standard equipment" for the duration although there is growing relief on many fronts. A myriad of substitutes is proving acceptable. Plastic, fiberboard, synthetic paints, all-wood chairs and desks, ersatz food—these represent but a part of the home guard that is being looked on as able stand-ins. Fuel shortages and fuel conservation will continue to cause school officials to examine the inwards of the school building and add the long-needed insulation. Officials can again thank this fact for the authority to check on the fuel plant and demand a tune-up such as should have been maintained yearly. The metals, shop equipment, and laboratory apparatus will continue as almost irreplaceables. Foods will magnify daily difficulties.

With the opening of school September 1, educators and the school-business management will be faced with an extremely serious problem the like of which has never been known in America. It has implications for all whose business is education. The rate of dropouts in the upper grades is not only alarming, it constitutes a near calamity. No department of the school can afford to neglect a share of responsibility in halting the movement. For the business management the implication seems to be one of making the building and the supplies and the equipment as practical and as appealing as is possible during this subtracting period. The attitude of these boy

and girl dropouts ten years from now when easy money is unknown will probably not be too generous in relation to thoughts of the schools. "Why didn't they make education attractive when I was in school? Why didn't they make it real and gear it to life's problems?" Certainly scarred desks, cracked walls, drab decorations, smelly halls, torn, wrinkled maps, inadequate play equipment, outdated texts, filter floors, and old-fashioned curriculums aren't a difficult hurdle to boards of education in these gilt-dollar days.

City officials, those elected potentates of authority who, under most state or city laws, review school budgets with some degree of finality, are rapidly learning that first cost is not always of first concern; that frequently the lowest bid is not the best buy.

New Buying Techniques

Happily for the profession and economically for the taxpayer new buying techniques are in many instances being developed by boards of education as a result of a new-born respect for the salesman of school supplies and equipment and the company he represents. Standardization, limited variety, clearly marked labels, and dual use of equipment will do much to point up a program of efficiency in the schools. At long last the business management is coming to the point of counsel with users of equipment—teachers and other school employees. When these school people

are more generally given equipment and supply catalogs and are invited to occasional buying conferences, there will be a marked era of progress in this important field. Not only will better equipment for a particular job be selected, but there will be an element of immeasurable pride in its use and care.

Strangely, school officials have done little to point the way in the development of the tools of teaching and learning. For example, teachers of art abound in valuable suggestions relative to the use and the development of school supplies and equipment for that department. Each employee is a specialist. His thinking can profitably help guide the purchasing agent in his many problems.

Restrictions of the past two war years are reflected in the long emphasized program of economy. Savings in paper and chalk, in book covers, and care in the use of texts necessitated through limited supplies have been encouraging. Care of silverware in the lunchroom and the salvage of milk bottles as well as the collection of metal and the more careful use of athletic equipment—towels, soap, shoes, and balls—are outgrowths of war measures and valuable ones too. The purchase economy program is also being reflected in unmarked, clean walls and smooth desk tops. These savings will continue well into the postwar years.

High among the numerous changes war is fashioning in the schools is the item of transportation. Reflections may be seen everywhere—in cafeteria service, in athletic competition, in field trips of numerous classes, in other forms of interschool competition, and in the general use of visual aids. Particularly in large school systems the curtailment of transportation facilities of the schools has struck a blow that has demanded the best thinking of school administrators for a reasonably acceptable solution. Some school systems are resorting with success to motor scooters and bicycles for delivery service. The United States mail will continue as a crutch in solving the distribution of supplies problem.

Better Planning and Better Specifications

War is neither an excuse for careless planning nor a reason for delaying long-range planning. A government official recently referred to one of the larger city's school budget as "the loosest since the platinum days." While this is undoubtedly an exaggeration yet it does reflect the fact that the public and school officials are more generously inclined in view especially of the community service being rendered by schools in these critical months. Purchasing agents and school boards are basking in the light of more generous budgets. Many budgets this year contain a more reasonable allotment for the teaching and learning tools. It has well been said of suitable equipment and supplies, "They are the tools by which the skillful teacher makes her work effective."¹

The total expenditure for textbooks, furni-

¹W. M. Coman, "Standardization of Supplies and Equipment," *AMERICAN SCHOOL BOARD JOURNAL*, October, 1941.

ture, and various of the supplies and equipment that enable schools to operate is so small in relation to the total budget, yet it seems that no one assumes the responsibility for demanding a more adequate appropriation.

Budgets at their best are but planned statements of proposed income and expenditures. There is little to deny the argument that more careful planning for replenishing equipment and for stocking supplies is outward evidence of progress. Schools have got to be made attractive during the coming year if they serve the nation to the utmost of their ability. The government has made it clear that young boys and girls should complete their high school work first. The appearance of the building, the freshness of equipment, and the modernization of the curriculum are vital retainers of these youth. Radical changes demanding new types of equipment do not take place quickly. This is to the definite advantage of the purchasing department.

School officials preparing specifications upon which bids will be received can profitably review the "Public School Code of Hamtramck, Michigan," widely heralded as a guide in the business management and operation of schools. Stressed in the section dealing with purchasing are headline items of the coming year—standards evolved by the staff, amounts of material for purchase to be determined by the personnel under the direction of the superintendent, the purchasing of supplies and equipment in accordance with the functions where such is applicable, the maintenance of continuing inventory, and dangers involved in the "lowest bidder."

Buyers are quick to recognize the matter of detailed specifications with the limiting factor of reduced variety dictated by the war. Not too much can be expected in the coming year in regards to variety of merchandise. The "Handbook of the Selection and Procurement of School Supplies and Equipment"² continues to serve effectively in this field. A quotation will suffice to illustrate an important phase of the annual job of buying and supplying: "Drawing up of specifications for school supplies and equipment must be combined with sound business practices in purchasing and must take into account the requirements of state laws." It is a foregone conclusion that school business officials cannot get "too tough" in the matter of specifications if they are to receive the favor of filled orders in the coming year. Specifications must permit competitive bidding and at the same time guarantee what the purchaser wants in the matter of essential details. The public is entitled to this regard for their investment. A trend of the emergency points to specifications for the purchase of equipment for multiple service such as a common science room.

The Building Problem

Schools operate first of all for the good of the child. To the children, schools are in large part the teachers and the tools of learn-

²A publication of the Standardizations Committee, the Public School Business Officials Association of California.



The marionette stage will continue in popularity in an effort to fill the gap created by materials difficult to replace or equipment difficult to repair. The priority rating AA2x gives schools a much better break with the beginning of business September 1.

ing, principally books. While there is a current word to the effect that certain types of paper are being curtailed to the extent of 10 per cent, or slightly more, yet there is every indication that textbooks and school paper supplies for the coming year will be available in essential quantities. Many new courses are being introduced in connection with various phases of the war program. These will mean new books and new supplementary materials. The crying need of the moment is for new school buildings and for additions. In many



War demands of critical materials, particularly the metals, mean that the coming school year will find many substitutes in use. Pictured is a character doll made of waste materials for use in history classes and literature classes.

instances alterations would bridge the gap. Contracts let for the first quarter of 1943 show a drop of 50 per cent in evaluation as compared to the same period 1942.³ Priorities in a sense have been a boom to the building situation in a limited way. Defense areas have been granted more adequate school facilities. But there remains much to be said in the matter of housing, this in face of the fact that school population throughout the nation is definitely declining.

The modern miracle of education is seen today in terms of the war-training program technically known as the Vocational Training Program for War Production Workers. Results of the schools' mastery of this difficult assignment have amazed government officials and industry. In addition, the lessons learned by educators will serve to profit the schools in the postwar years. The old axiom, "To prepare for war is to prepare for peace," is not being overlooked in the emergency. The fact that the community has become so dependent upon the schools of the nation and that the schools have so effectively and efficiently served the community means that the postwar planning program of the schools cannot overlook this newer phase of education. After all, the performance of the schools in this crucial hour has driven the money changers—the opponents of a full educational program for all—to the showers. War is teaching the people the very great value of the college degree. Postwar planning is centering on vocational education, yet is not neglecting the arts. Children must receive the same opportunities whether they are attending school during war-

(Concluded on page 60)

³Bruce's School Market Letter, No. LXIV, May, 1943, p. 2.

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School Building Maintenance and Operating Supplies and Materials for 1943-44

H. H. Linn, Ph.D.¹

The problem of securing necessary and desired maintenance and operating supplies for the schools, in all probability, will continue to become increasingly acute, as the war period progresses. There is no reason to expect any further general easing of the priority plan to enable these institutions to gain further preference ratings enabling them to facilitate the purchase of their needs and wants. And even more important—a fairly high priority rating may not have much meaning *when the available supplies of many of the goods are not sufficiently plentiful to meet all wishful requirements*. A fairly high priority rating for material does not in itself guarantee the delivery of such materials. In a sense, this priority is simply a permissive blessing bestowed upon those seeking to buy. There is nothing in the general picture at the moment that should lead school officials to become optimistic concerning their ability to secure all the operating and maintenance materials they should like to have. Instead they should be realistic about the matter and plan to meet the situation in as common sense a manner as possible.

The first approach to this problem should be a recognition that the schools cannot expect to function normally during a war period and that many adjustments from a desirable program will have to be accepted. This will be reflected in a sharply curtailed program of plant alterations and improvements, and even of some very desirable routine repair work. Staff members and employees should be made aware of the situation and persuaded to limit their requests for changes and improvements to basic fundamental needs. It is a fact (which will be supported by school business officials generally) that many of the academic members of the educational profession apparently do not realize the seriousness of the situation and continue to request—and even demand—that their special interests be served without regard to the scarcity of both labor and materials. The officials who have the responsibility for the procurement of supplies and materials should be protected against the unreasonable requests that are almost impossible to meet.

Appraise Local Needs

School officials who have not already done so, should make a careful survey of their school plants to determine the 1943-44 needs so far as operation and maintenance of plant are concerned. It would be even better to project this survey over a two- or three-year period into the future. This survey of needs could be classified in two categories: (1) basic essentials, and (2) highly desirables. An

attempt should then be made to care for the basic essential operating and maintenance requirements as soon as possible. No time should be wasted as the material and supply situation probably will become more stringent day by day, and the same holds true for labor. The summer vacation period before us is a logical time for working on the schoolplant facilities. Heating plant repairs may not seem too crucially important on a hot summer day, but right now is the time to put the heating system in a good state of repair so that it will be ready when cool weather returns. You may be sure that when the heating season starts again this fall, there are going to be many people trying to get the same service at about the same time, and the shortage of supplies and labor for that particular service will be very acute. As a matter of fact, even those who will start now in July to get their heating plants in order for the fall may be delayed for weeks because of their inability to secure certain needed repair parts. This holds true for repairs to plumbing and electrical work also, since there is a distinct shortage of many types of metal fixtures and parts. Promptness in initiating school repairs and replacements is a matter of first importance during a war period.

Maintain Reasonable Inventory

An attempt should be made to build up a *reasonable* inventory of essential operating and maintenance supplies and materials to care for routine school requirements. Stress is placed on the word *reasonable*. During peacetime, a substantial inventory may be considered good business, particularly in a rising price market. During wartime, however, a large inventory represents hoarding, particularly if this deprives others from securing a fair share of required materials. Common sense must be used in determining what constitutes a reasonable inventory of goods. For the ordinary routine materials in common use, a three months' supply generally may be considered reasonable. However, for certain types of supplies, even a full year's supply may be considered sensible. For example, consumers are being urged to lay in a full year's supply of coal as soon as possible in order to simplify the coal transportation problem this coming winter. Again, the War Production Board has approved the purchase of a full year's supply of reagent chemicals used for general school laboratory purposes, recognizing that the quantities usually are relatively small and that economies in packing and transportation justify this exception. This is a common-sense viewpoint that deserves commendation and that justifies greater confi-

dence in the officials serving in the division of the War Production Board dealing with school and institutional requirements. These two stated exceptions should not be interpreted to imply that institutions are encouraged to buy a full year's supply of all commodities and materials. This definitely is not the case. CMP (Controlled Materials Plan) 5A, under which schools may operate in purchasing their normal maintenance, repair, and operating supplies, prohibits the acceptance in any quarter of 1943 of more than 30 per cent of your total purchases in 1942 (or previous fiscal year) of "items of the same class."

Pool Storeroom Resources

When considering the matter of inventories, attention should be given to the possibility of pooling the resources of the several storerooms that may be found in a school system. There may be a major central storeroom for the city with supplementary storerooms located in the different school buildings. The aggregate supplies and materials located at these various points at times are quite out of line with reasonable needs. In some cases they represent nothing less than hoarding. The writer has had occasion to inspect scores of such storerooms in different cities. It is not uncommon to find several years' supply of certain types of supplies stored for the use of some particular individual. Custodians have explained their large stock by stating that they receive standard allotments periodically from a central source despite an already overloaded inventory. Some men point out that they deliberately build up a large stock so that they will not get "caught short." Teachers occasionally stock up on supplies for their individual classrooms and use the fresh materials at the front of their cupboard, permitting the order supplies to deteriorate. If a study is made of a complete inventory of all supplies and materials in a local school system, there may be an opportunity to transfer materials or to use up excess stores where they now exist.

Used Materials—Substitute Materials

It is possible in many instances for schools to make use of secondhand or used materials for some purposes. This is a common-sense arrangement during a war period when it is difficult to secure new materials promptly or at all. In some cases this used material may be purchased from other sources, but it is also quite possible that a school system has considerable quantities available within its own plant facilities. Some cities have abandoned school buildings that might yield limited quantities of usable materials through

¹Teachers College, Columbia University.

salvage operations. In some instances, occupied buildings have equipment that is not in service that might be used to good advantage at other locations.

New substitute materials have appeared on the market since the beginning of the war that may be used to advantage. There also are many types of materials that have been on the market for years that may not have met the specifications and requirements of local authorities before this war period, but that may meet the present emergency needs. Undoubtedly, some of these materials will meet the local needs so well that they will become standardized supplies after the war ceases, because local officials have learned to recognize their merit and value. There is reason to believe that some of the substitute supplies and materials being developed during this emergency will prove to be superior to the original commodities they replace. In a sense, this war emergency period will force useful experimentation and research in this field of maintenance and operating supplies. Not only may we expect some improved use of different materials, but we may expect to develop some short cuts and improvements in the application of labor.

"Patch" Work

In making some types of repairs to school facilities, it may be necessary to do some "patch" work rather than to do a better and more complete job. This suggestion, of course, should not be carried to an unreasonable extreme. As a long-term measure, such constant patching may prove to be more costly than a first-class repair job. On the other hand, during a war emergency this temporary patchwork may have to be the answer. Expediency, and not ultimate cost, may have to be the deciding factor. However, it should be kept in mind that patching often is both expedient and economical whether viewed from the short-term or long-term point of view.

Economies in Use of Materials

Economy in the use of maintenance and operating supplies should be practiced in normal times as well as during a war period. However this emergency period naturally focuses attention on the need for preventing the needless use and waste of materials. Individuals employed in the school system are more responsive to an economy plea when the shortage of materials becomes an emphasized fact. Teachers and employees should be made aware of the existing situation and then in turn should instruct the pupils in the economical use of supplies and materials placed at their disposal.

There should be a more vigorous attempt to prevent vandalism and destruction of school property. Some of this may be done by instruction. A better supervision of recreation facilities may limit the damage, particularly near playgrounds. There may need to be a closer supervision over pupils within the buildings. Unsupervised toilet rooms often suffer severely from the destructive playful tactics of thoughtless mischievous youngsters.

Periodic Inspection Service

Good maintenance service in a building requires frequent periodic inspections of equipment so that minor repairs and adjustments can be made promptly to obviate the necessity of more costly repairs later. Electric motors for example, should be inspected periodically, cleaned, oiled, and adjusted. If carefully maintained, they may continue to operate for years on end without any major repair needs. But if neglected, these otherwise good motors may become fouled, worn, shorted, and burned out within a relatively short period of time. All types of machinery with moving parts require periodic attention and adjustment and they ought not be neglected. Electrical wiring and appliances should be inspected periodically and kept in a good state of repair. It should be kept in mind that materials and equipment made of different types of metals are not readily replaceable during this war period, and routine inspections are a cheap price to pay to keep them functioning.

Fire Prevention Re-emphasized

In discussing the subject of maintenance materials, it is proper to call attention to the need for fire-prevention measures. Fires are destructive at any time, but during this war period the shortage of building materials may prevent the restoration of a building for an extended period of time. For this reason, it may be well for school officials to re-emphasize the importance of fire-prevention practices and fire-fighting facilities.

Learn Governmental Regulations

School officials responsible for purchasing maintenance, repair, and operating supplies should be acquainted with the regulations, orders, and procedures of the War Production Board, so far as these apply to their material requirements. All priority and CMP regulations are based on Priorities Regulation No. 1. All CMP regulations are based also on CMP Regulation No. 1. The terms of these regulations should be known by the buyers. The following regulations are most frequently referred to in educational purchasing:

Priority Regulations Nos. 1-3-7
CMP Regulations Nos. 1-2-3-4-5a-7
Orders L-144, P-43 (laboratory equipment)
P-135 (reagent chemicals) M-208 (softwood lumber) L-41 (construction)

At the time this article is being written, CMP Regulation No. 5A is particularly significant for schools as it provides a uniform procedure for the delivery of maintenance, repair, and operating supplies for governmental agencies and institutions (including schools and colleges, public or private). Under this regulation a school can extend a rating of AA-2X for such approved supplies; and in addition for minor capital equipment not exceeding \$100 in value. However, this rating cannot be a blanket one covering every type of item since the regulation is subject to current E, L, or M restrictive orders, and to exclusions in List A which includes:

Printed matter and stationery
Paper, paperboard, and products manufactured therefrom
Molded paper products
Office machinery or office equipment
Fire hose, hose dryers, racks, reels, and related products
Fire extinguishers
Any device, equipment, instrument, preparation or other material designed or adapted for use in connection with:
Air-raid warnings or detection of the presence of enemy aircraft; or
Blackouts or dimouts; or
The protection of civilians, either individually or collectively, against enemy action or attack
Clothing, shoes or wearing apparel if made of leather or textiles
Automobile parts

According to Interpretation No. 1 of CMP Regulation No. 5A, issued by the War Production Board on April 5, office supplies such as staplers, punches, perforators, file fasteners, and pencil sharpeners may be purchased with a rating of AA-2X by schools. This preference rating also may be used to secure repair parts for office machinery and equipment, but cannot be used to secure the machinery and equipment itself.

Public school districts having a population of 10,000 or more may file PD-408 applications with the War Production Board for their maintenance, repair, and operating supply needs under the Governmental Requirements Plan in lieu of using the CMP Regulation No. 5A, if they elect to do so. Under this plan the schools may receive priority assistance on a quarterly basis. Each individual district must decide for itself which plan will prove more workable for its purpose in obtaining the desired supplies and materials. One plan or the other must be adopted. A district cannot use both plans at the same time.

This brief discussion of priority assistance will not answer all the questions of purchasing agents, but it should serve to point out the fact that there are many provisions that must be observed if the schools are to secure their needed supplies during this war period. Various educational associations are presenting basic information to their members through periodicals, bulletins, and letters. The Educational Buyers Association, 45 Astor Place, New York, N. Y., is doing an exceptional job in presenting this information to its membership. While this association is composed largely of institutions of higher learning, it welcomes public and private schools of lower rank.

The *Federal Register*, issued daily by the Government Printing Office at Washington, D. C., at a cost of \$12.50 a year, covers the various war emergency orders with official interpretations. It is an excellent reference. The small school district probably would not need all this detailed information.

The Coordinators Corporation, 11 South LaSalle Street, Chicago, Ill., issues an *Allocations and Priorities Guide*, on a monthly basis, which contains most of the basic knowledge in condensed form.

Victory Bulletin, published by the Office of War Information at Washington weekly, at a cost of 75 cents per year, contains much information of general interest.

The school purchasing officials should be acquainted with other special forms to be filed with the War Production Board when they need special preference ratings not extended by CMP Regulation No. 5A, or under the Governmental Requirements Plan using PD-408. The PD-1a form is the most common special form used for schools. Buyers should get acquainted with the district and regional offices of the War Production Board instead of sending all requests for information directly to Washington. These branch offices serve to expedite purchasing requirements.

A few other suggestions may help to simplify the job of procuring supplies for the schools during the coming year.

1. When feasible, buy items of relatively small amount and value at retail if this eliminates a disproportionate amount of red tape and time.
2. Buy locally if this is expedient and saves time and does not result in the sacrifice of essential quality or in the payment of excess prices.
3. Do not use preference ratings for purchases that can be obtained without the required use of such ratings.
4. Centralize the purchasing so that one office can be made responsible for the job, instead of permitting many uninformed people to waste their time and efforts in seeking information and making purchases.
5. Visit and confer with other purchasing officials in order to get a better knowledge of how others are meeting the buying situation. An exchange of opinion and experience may prove very helpful.

Consolidating Small CITY Schools

The consolidation of schools is commonly considered to be a rural problem. In a number of older cities it is also an urban problem. This was true until recently of the city of Middletown, N. Y., where a number of smaller schools were operated at a high cost, and where as a part of a school-plant program intended to make the education of children more efficient and at the same time to economize in the direct money outlay, four small schools have been closed. The plan, as completed, annually saves the city a considerable sum and will afford greater savings as the debt service is decreased in amount.

Boards of education in cities where there are numerous old buildings may very well consider the advisability of closing down old structures and of rearranging school attendance districts. At present, building costs are high, materials are impossible to obtain, and teaching staffs are difficult to maintain. The

present is truly a good time to consider consolidation of schools. After the war, material costs will drop and school boards can then easily prepare new policies in the operation of a program for new buildings.

Faced with the problem of increasing costs in operating the elementary schools, both from the standpoint of increased efficiency in educational service and building operation and maintenance, the board of education at Middletown several years ago decided to consolidate four small schools. It was found, for example, that the per capita cost of educating children in one of the large Middletown elementary schools was \$61.17. In this building every conceivable facility was available. In contrast, the cost of educating a child in the small obsolete buildings where none of the necessary facilities were available for a well-balanced program was \$129.40.

The city had just completed a new high

school building and the old structure was about to be vacated. Built in 1896, the old building consisted of a main classroom unit and two large additions erected in 1928. The additions, including a modern gymnasium, would provide facilities that could be easily adapted to use by children in the elementary grades. After a careful survey, the board decided to tear down the old main building but to retain the additions intact, and to connect them by a three-story corridor system. This front connection, in a modified Colonial style, would conform in architecture with the two additions.

A proposition to vote a bond issue of \$65,000 necessary to erect the corridor system and to remodel the interior of the buildings for elementary school use was voted in February, 1941, following an active campaign of the board of education. A fully illustrated bulletin containing all of the necessary facts was distributed to the voters, and considerable emphasis was placed on the educational advantages which were to be secured and the savings that could be made by consolidation. The community voted the bonds by a generous majority.

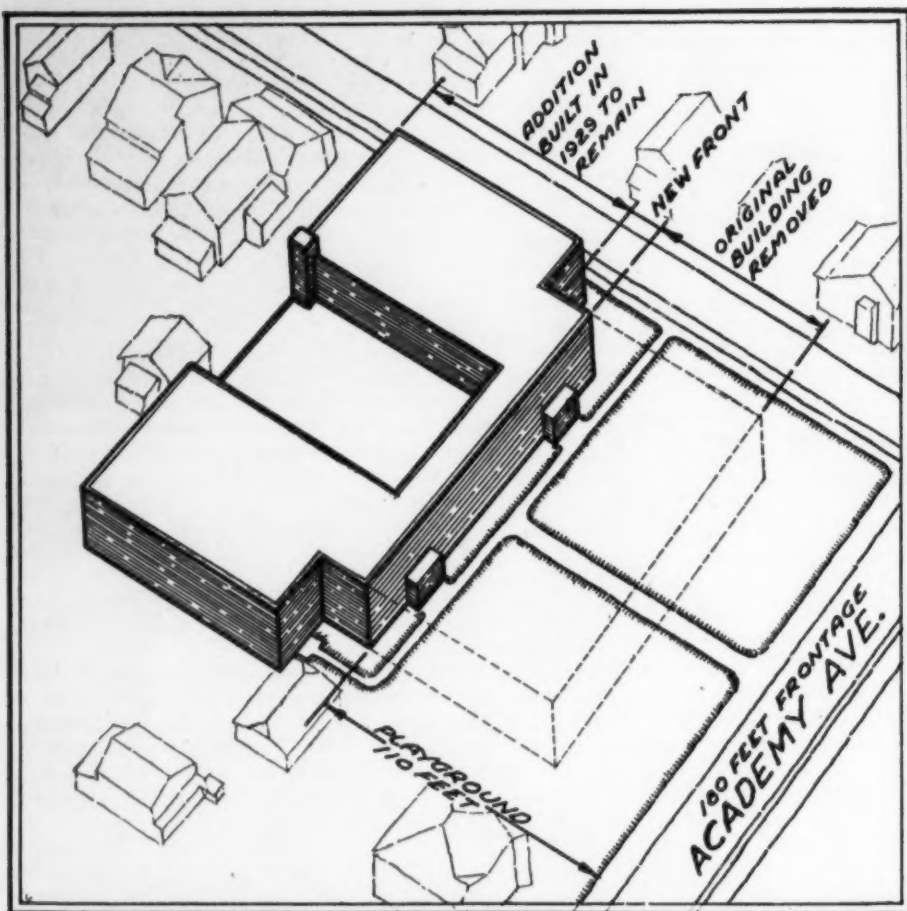
It may be of considerable interest to know what savings were accomplished. Instead of four part-time principals in the four buildings which have been closed, the consolidated group school now has a full-time principal with adequate professional training and experience. The annual saving in cost in this respect has been \$900 per year. The number of teachers has been cut and a saving has been thus made of \$2,500. The janitorial service has been \$2,400 less annually. Easier and better maintenance of the school plant has been another result. Ash haul, trucking, and cleaning service, snow removal, repairs, and other services have been more effective and less costly.

The teaching has been made more efficient because each child has a full-time teacher in charge of one class instead of two classes, as was the case in the old buildings. The supervision on the part of the principal and of the



Board of Education, Middletown, New York

Standing, left to right: Carl V. Warren, superintendent; Myron Altling; Neilson Kinnear; Avery Pelton. Seated, left to right: L. W. P. Cortes; Grace Rogers; Harry S. Shorter, president; Mary Bull; Stanley N. Holt.



An air-view diagram of the Middletown Consolidated Elementary School.

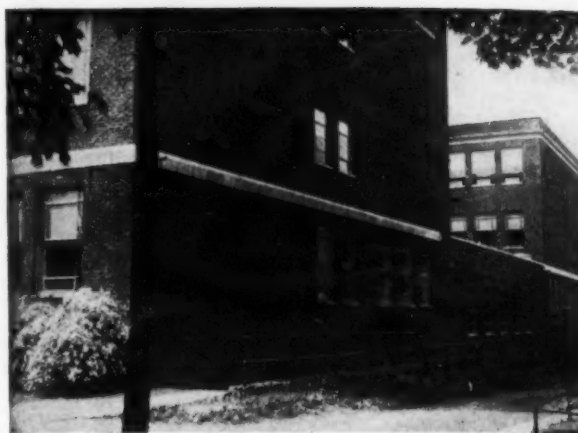
special subject supervisors has been considerably improved, and health education facilities have been better. A cafeteria has been put into operation for children who for some reason or other must remain in the building for their lunch period. In addition, the parents of the consolidated district have been gratified because of the fact that a satisfactory meeting place for the parents' organizations has been possible in the auditorium and cafeteria.

With fuel problems, lack of personnel, and rising cost of maintenance coming con-

spicuously into focus, boards of education might well turn to Middletown where the board of education has planned and made better use of their larger buildings. Middletown's four vacated schools are in use again. One building has been made a city storehouse. Another has become a defense training school. One is now the headquarters of the welfare boards and the local income tax bureau. The Middletown board of education is well satisfied that its consolidated school building is affording a better educational opportunity for its children without added cost.



The new front of the building is finished in red brick.



A rear view of the building.

CHICAGO CONSIDERS IMPROVED SCHOOL BUYING PLAN

To insure to the Chicago public schools adequate teaching materials, equipment, and miscellaneous supplies, all bought with maximum economy and a minimum of administrative machinery, fundamental changes in the board of education's Bureau of Purchases and in the entire purchasing procedures are necessary. This finding has been made by an Administrative Survey Commission appointed a year ago by the Chicago Association of Commerce and the Civic Federation. The report which was presented to President James B. McCahey in April, 1943, recommends a broad program of improvement in the business administration of the schools and urges some innovations for the bettering of the entire business administrative setup. The survey staff particularly urged that the board of education concern itself with matters of policy and delegate practically all administrative responsibility to its full-time executive officers. The executive responsibility should be centered in a single chief executive officer—a man of broad qualifications and experience in the business and operational management of a school system.

The present abstract and discussion is limited to the section of the report on purchases for which the survey commission was fortunate in obtaining the services of Dr. Russell Forbes, who organized and directed the New York City Bureau of Purchases and who has been consultant on governmental purchasing to the National Association of Purchasing Agents.

In the report, the first and most logical recommendation contemplates the centralization of all purchases under a staff agency directly responsible to the chief executive officer.

Present Methods

At present, the purchasing activities of the Chicago schools are scattered through many operating and administrative units of the school organization and there is no centralization of responsibility. The existing Bureau of Purchases is in reality a clerical agency which solicits bids on various commodities requisitioned by the using agencies in the schools and tabulates some of the bids, but does not open bids or receive deliveries. The Bureau has no authority over specifications, responsibility of bidders, testing, inspection, or salvage, all of which are customary and necessary functions of well-organized governmental purchasing agencies.

(Continued on page 55)

A Washington View of School Purchasing and Maintenance for 1943

Charles Ethington and C. A. Collett¹

Once again our schools have finished another successful school term and, no doubt, some school districts have more funds available now than ever before. This situation has come about due to the fact that back taxes, as well as current taxes, have been paid and schools have been more or less conservative this past year in spending their money for new equipment, alterations to buildings, etc.—all on account of the war. Therefore the problem facing the school administrator is: What *should* he do and what can he do to prepare for another school year?

All metals are critical, lumber is critical, and there is a man-power shortage. For these reasons alone school boards should do all they possibly can to conserve both materials and labor even though the school purse is bulging. It is not the desire of the War Production Board to let buildings and equipment deteriorate; on the contrary, the War Production Board has encouraged the making of parts to enable machines and equipment to be kept in good running order.

The War Production Board through its Controlled Materials Plan 5A Regulation as amended June 4, 1943, has made it possible for schools to use a rating of AA-2 to obtain maintenance, repair, operating supplies, and minor capital additions costing less than \$100 for any one complete capital addition, with few restrictions. Under paragraph (F) of this regulation it will be noted that the total amount spent for maintenance, repair, and operating supplies and minor capital equipment during the 12 months ending March 31, 1944, shall not exceed the total amount spent for maintenance, repair, and operating supplies (excluding amount expended for minor items of capital equipment) during the calendar year 1942 (or such fiscal year). Due to the fact that prices this year for maintenance, repair, and operating supplies will be higher than those paid during 1942, it is suggested that schools purchase only maintenance, repair, and operating supplies under CMP5A and file PD forms for items of equipment. By doing this and reducing the expenditures for maintenance, repair, and operating supplies for the year ending March 31, 1944, schools may not exceed the total amount spent in 1942 for maintenance, repair, and operating supplies. In the event a school district needs additional assistance, application for an increase in the quantity of expenditures for maintenance, repair, and operating supplies permitted by paragraph (F) of this regulation, shall be made by filing a letter in triplicate with the Government Division, WPB, Washington, D. C., Ref.: CMP Regulation 5A, stating the

relevant facts. A careful study of the amended form should be made as well as of Priorities Regulation 3, as amended June 4, 1943. Preference ratings assigned to the delivery of maintenance, repair, and operating supplies may not be used to obtain items on list B of PR3.

Schools and colleges may file Form WPB 837 formerly PD408 for priority assistance under the Governmental Requirements Plan. However, if a school board uses form WPB 837 during any calendar quarter the same board cannot use the rating assigned by CMP5A to obtain maintenance, repair, or operating supplies.

Now that we have an outline of the priority regulations that may be used for obtaining maintenance, repair, and operating supplies, let us give some thought as to some of the many things that can be done during the summer, that will involve the least amount of critical materials and at the same time improve the buildings and equipment.

Lumber is one of the most critical materials and the shortage has grown progressively worse over the past few months. Therefore, we should eliminate the use of new lumber wherever possible. In this connection it would be well to examine the classroom floors and see if they should be resealed. Perhaps the gymnasium floors should have another coat or two of gymnasium finish in order to properly preserve it. If the school floors of the nation are properly protected against wear, new floors will not be needed, which, means that we shall have more lumber available to build ships and to carry on other essential activities connected with the war program.

In order to conserve paint and if the paint is not too bad, it is suggested that school boards have the classroom walls washed. This can be done with very little expense, giving the school cleaner and much lighter rooms, thereby helping to reduce the number of kilowatts the schools are now consuming. Outside paintings should be done if needed, as it is cheaper to repaint than to replace doors, windows, etc.

This is the time of year that a thorough inspection should be made of the heating plant. How did it function last winter when the thermometer was hugging zero? What are the fire hazards? According to the National Board of Fire Underwriters we have lost \$4,727,850 worth of school buildings from January 1 to April 20 of this year. The school heating plant is one of the most valuable pieces of equipment and one of the most expensive, therefore we should inspect it carefully and make all necessary repairs. By so doing some fires may be eliminated during the coming season. Limitation order L-187 prohibits the manufacture of boilers for ex-

clusive gas or oil use, and also prohibits the manufacture of all other types except for military or hospital use. If the school board were to apply to the War Production Board for a new boiler (and by the way, form PD704 is the proper application to use), the applying school executive would be instructed to investigate the used supply market and try and find a used boiler or make repairs to the present boiler if possible.

Speaking of used equipment, each school official should become acquainted with the Redistribution Division of the WPB. In each of the Regional Offices of the WPB is located a Redistribution Division which maintains inventories of used equipment, such as motors, boilers, pumps, generators, etc., that may be obtained from supply dealers in each locality. Ask the local or nearest WPB office about this Division and the kind of equipment they have listed. They may have what is needed by the school and thereby eliminate purchasing new equipment that contains critical materials that could be used to further the war effort.

Since lumber is very critical this would be a good year to sand and refinish the school desks, teachers' desks, etc., rather than purchase new equipment. If the school board has built or is building new buildings, it is possible that used desks can be bought from some neighboring school that will serve the purpose for the duration.

A good summer program that will require no critical materials is the pointing up of the brick and stone buildings. This is one thing that the average school system keeps putting off from year to year, to do something on the inside of the building that has been requested by the teachers. Therefore, this year when many kinds of materials are critical the school board can do this work, thereby helping to preserve the school buildings entrusted to their care.

How is the roof? Does it leak? Roofs are a vital part of each school plant and in order to preserve the lumber, plaster, paint, and labor needed to repair a building which has been damaged due to a leaking roof, repairs to the present roof should be made now. A new roof may be necessary, but in either case the school board can do this work without priority assistance. According to limitation order L-41 it is not necessary to file a PD200 or PD200C to repair or replace a roof. However it is necessary for the board to file form PD200 or PD200C if new construction is involved or if the school board is planning to make alterations or additions to a present building. The local WPB district office will advise on the correct form to use.

This would be a good time to repair the

¹School Specialists, School and College Section of the War Production Board, Washington, D. C.

playgrounds, as they are another part of the school investment that has been neglected for so many years. This would make an ideal summer program for a number of schools and the work can be done without using critical materials.

In analyzing the numerous requests received from schools for priority ratings, a few items seem to be in popular demand throughout the country. For example, numerous requests are being made for motion-picture projectors, public-address systems, intercommunication systems, and gymnasium equipment. In most cases these are items for expansion of present facilities and while all are a great aid to the education of the students, it is necessary to consider the critical material and labor required to produce these items and the demand being made upon the manufacturers by the military and naval forces.

Projectors have gone to war; some types are being manufactured exclusively for army and navy use. The many colleges training men from the services require visual training of this type. These are essential requirements and must be filled. The quantity left for civilian use is small, making it necessary to conserve the remaining supply for the most essential uses. Unless a school board can show a very high degree of essentiality, a projector cannot be released. Try to borrow, purchase a used one, or rent a projector rather than buy a new one.

Public-address systems are at the battle fronts. These, as well as intercommunication systems, are also vitally needed in the war-production plants to keep up the flow of war materials. While the use of these systems in a school would without question, save many steps and a great deal of time we must be mindful of our war needs and conserve the use of such critical equipment.

If a school board contemplates the purchase of new gymnasium equipment it will be interesting to know that on April 8, 1943, an amendment of iron and steel order M126 was issued under which authority was given for the manufacture of gymnasium equipment for programs approved by the U. S. Office of Education. This regulation is concerned only with the manufacture of items requiring the use of iron and steel. The following items of indoor and outdoor equipment which involve the use of iron and steel have been approved.

- | | |
|--|-------------------------------|
| 1. Swimming pool equipment such as ladders, platforms, diving board platforms, and fulcrums. | 5. Horizontal bars |
| 2. Climbing poles | 6. Stall bars |
| 3. Climbing ropes | 7. Flying and traveling rings |
| 4. Parallel bars | 8. Horizontal ladders |
| | 9. Basketball goals |
| | 10. Volley ball standards |

The schools placing orders with the manufacturers for these items must send a copy

of their order to the War Production Board, Consumers Durable Goods Division in Washington.

Many helpful items of physical training equipment can be patterned after the pieces used in the military training camps for their obstacle courses. This involves the use of a minimum of lumber, iron, and steel, and the scrap pile in most instances has supplied what is necessary to make the equipment. Incidentally, a project for making this equipment might be of interest to the manual-training department, as softwood lumber will not be available for manual-training purposes.

Now that we are still at war our fighting forces need all types and kinds of fighting equipment that involves the use of critical materials. Therefore, let us put first things first, doing only the necessary maintenance and repairs to our buildings and plan to do this summer some of the many things to our buildings and grounds that involves little or no critical material. It may be that some schools will have a cash surplus if the above ideas are followed, but if the boards postpone the alterations or additions to buildings, the purchasing of new equipment and other things that the executives have felt were vital to the proper functioning of the school system, and invest the surplus (if state laws permit) in government bonds, the schools will be contributing much toward "victory."

City School Problems of Purchasing School Supplies and Equipment

J. F. Williams¹

The expansion of the war, with the ensuing demands for materials, has brought to the field of school supply procurement a period of abnormal problems and of complex procedures. Increasingly the restrictions placed upon the manufacture and delivery of commodities through governmental regulations have resulted in greater difficulties for school buyers.

Perhaps the earliest and most troublesome shortage in school procurement occurred in those metals usually provided for vocational and mechanical training activities. Aluminum, copper, and tin plate have not been available or could be secured only in greatly reduced quantities. To replace or substitute for these a variety of "seconds" or off-gauge sheets of steel might be provided. In place of round and square steel bars, quantities of used shafting and steel "rejects" in assorted sizes are available and can be furnished.

Normally a considerable quantity of board feet in white and yellow pine and fir plywood is provided for shop practice. Limitation and

conservation orders have drastically reduced the available supply of these softwood lumbers for school service. However, a substitution in the hardwoods, such as basswood, red oak, and poplar, has enabled the same activities to be continued without too drastic a change in the course of study.

Economies Possible

Paper stocks are reported to be growing scarce and it is likely that further curtailment in the pulp supply will result in a greater reduction of available stocks in many types of papers. Anticipating this the school consumer should make every effort to conserve and eliminate. An example of what is possible has been the change of the size of mimeograph paper in governmental bureaus from 8½ by 11 inches to 8 by 10½ inches. While this appears a trifling economy, in a large school system it represents a saving of several thousand pounds of paper each year. This, too, without any decrease in efficiency, as the reduced size is entirely adequate for approximately 95 per cent of the school bulletins and messages transmitted. Similarly, a reduction in the basic weight of certain

drawing papers from 72 pounds to 56 pounds has meant a substantial saving of paper pulp, with resulting economy. Here again the quality of the lighter weight paper has continued to be satisfactory for the average classroom art needs.

It is ironical that some school treasuries today are better able to finance the purchase of equipment than in former years. The cost of equipment bought at present is, however, very much greater than it normally would be. A policy of unusual care in the approval of requisitions for additional equipment is very necessary. Any expansion of facilities should be made with extreme caution and only after the most careful consideration. It is necessary to remember constantly that amounts expended for equipment today will purchase far more equipment after the war. In addition to a patriotic duty to "do without" or "make what you have do," it is practical economy to postpone equipment purchases.

In the absence of replacing or adding to present equipment, a policy of adequate maintenance of equipment and apparatus is absolutely necessary. Heretofore maintenance

¹Purchasing Agent of the Board of Education, Philadelphia, Pa.; member of School-Business Officials Association.

practices have sometimes tended to become lax or careless. Now, however, failure to provide service and repair parts for plant and equipment operation can be a serious neglect of duty. In the classroom the utmost service must be secured from existing equipment such as sewing machines, office appliances, electric refrigerators, and all types of power-operated machine tools and apparatus. To accomplish this requires constant careful inspection and prompt servicing.

Bidding and Specification Standards

One of the signs of the present economic situation is the reduction in the number and in extent of bids submitted by vendors. In former years under many school laws practically every purchase was consummated only after competitive bids had been received. That was a desirable and mutually satisfactory procedure. Today commodities are quoted upon by fewer and fewer bidders. Many times only one or two quotations are received. While this situation results in a reduction in office paper work, it does not adequately preserve the spirit of competition which the laws were intended to encourage. It is significant that some governmental and some state agencies have recently adopted the practice of waiving surety in bids which formerly required definite surety from all bidders. Some now require surety only from the successful bidder. Such an arrangement appears to be desirable in order to encourage new bidders and to retain those who may be inclined to seek business in more profitable fields. At least "for the duration," or until such time as conditions demand further adjustment, this change of procedure deserves careful consideration in those situations where the legal requirements permit the setting aside of existing regulations.

The changing commodity picture has made the maintenance of standard specifications for materials almost impossible. A simple example is the change of whiteness in bond paper brought about by the reduction in, or elimination of, chlorine from the base pulp. School buyers over many years by trial and error and through constant consultation with manufacturers and school consumers have established adequate, thorough specifications for the materials needed for classroom service and for maintenance of the physical plants. Because of scarcity of raw materials, and because of the restrictive uses of the basic raw materials imposed by governmental order, these "tried and true" specifications cannot now be fully enforced or maintained. While this is regrettable, and while compromises may be necessary, the original specifications should not be completely abandoned, destroyed, or discarded. They should be used as the basic standard to which all substitute or compromise materials may be compared. Then, when the war is won and a return to economic normalcy begins, the original standards can readily be returned to their proper place and become immediately available for retention or for upgrading of the standards then in use.

The Probable Role of the Sound Slide Film in Postwar Education

Ellsworth C. Dent¹

There is every indication that slide films — with and without accompanying or auxiliary sound — will be used more generally in postwar education than any other type of mechanical aid to classroom instruction. This statement is made after full consideration of the now important and ever increasing use of motion pictures, recordings, transcriptions, and radio programs. Consideration has been given, also, to the close and even complementary relationship between slide films and the other audio-visual aids to learning.

The most important development which points toward the possibility of a strong development in the use of sound slide films after the war is the extensive utilization of slide films for war training. Thousands of projectors are in use in every branch of the armed forces and thousands more will be required to fill the demands. Those directly concerned with the utilization of these valuable teaching aids have been quite strong in their estimates of results.

Some have indicated that it has been possible to shorten training time by as much as 40 per cent. If the average results are one half or even one fourth this great, the establishment of such a value in favor of visual aids should merit the careful consideration of every teacher and administrator in this and every other country. It is most unfortunate that the world is now being torn apart by international strife, but it seems likely that one of the benefits from our own war-training program will be the recognition of those teaching tools which have been so highly recommended and little used in the past.

One of the most interesting developments in the use of miniature slides is a kit of silhouettes prepared by *Flying* magazine for training in aircraft recognition. These small 2 by 2-in. slides are projected from time to time during the training course and at the end of the course it is necessary that those who are passed shall be able to identify at least 80 per cent of 330 silhouettes. After a flash exposure of 1/75 of a second each, averages for the majority of the groups using this training system have ranged well above 90 per cent recognition, and some have developed this skill to the point where identification is accomplished at a flash speed of 1/500 of a second. The importance of this type of training cannot be overestimated. The recognition time required in combat may mean the difference between life and death.

There is still a debatable question as to how much sound really adds to slide films and when it should be used, but the complementary relationship between sound slide films and radio utilization is rather easy to establish. The majority of the sound slide-film projectors available prior to this war were equipped to reproduce 33 1/3 rpm. transcriptions only.

¹This paper is an abstract of an address before a conference on Radio in Education, at Columbus, Ohio. Mr. Dent is manager of the Society for Visual Education, Inc., Chicago, Ill.

Some were equipped to operate also, at standard photograph record speed of 78 rpm. These instruments could be used — and were used — to reproduce transcriptions and recordings. Unfortunately, however, practically all available sound film-strip equipment included a projector which was attached permanently to the larger sound reproducing unit.

Impressions gathered from discussions with school people who use recordings, sound slide films, and slide films without sound would seem to indicate that there are three definite preferences concerning type of equipment: (1) the sound and picture units should be separate or separable; (2) the sound unit should provide more accurate reproduction of recordings at both speeds, and (3) the equipment should be extremely simple to operate.

In postwar planning it will be reasonably safe to proceed with assurance that equipment similar to the type discussed will be made available at costs within the capabilities of school budgets. It is estimated that there are now 125,000 or more slide-film projectors in use among schools. Those who have this projection equipment will be interested in auxiliary sound apparatus which may be used with the projectors or independently. Furthermore, there are numerous indications that educational transcriptions will be made available in considerable quantities after the war. The combination of needs for equipment will cause some enterprising manufacturer to provide exactly the type needed. When this occurs, others will provide competition, with the end result that schools will be able to purchase desirable equipment at reasonable prices.

There is also the strong possibility that some substantial organizations will inaugurate a production program to provide suitable sound slide films for use among schools. There are a few such subjects now available but certainly not enough to justify the purchase of equipment for the use of sound slide films only.

It would seem that from the experiences of schools now using slide films and from the utilization of them in war training, that the slide film has established its place as a valuable teaching tool. Its use in education and industry has established its value. Its real worth has been further demonstrated in the war-training program now affecting practically every intermediate and higher educational institution in the United States. Suitable equipment is being supplied for the utilization of slide films with and without sound. The simple step from wartime production to production for general use among schools can be made by the industry rather rapidly, leaving the major responsibility for effective instruction upon the shoulders of the teachers and administrators of our schools. It is hoped there can be cooperative planning which will follow the most direct route to classroom utilization.



General Exterior, Wellston High School, Wellston, Missouri. — Marcel Boulicault, Architect, St. Louis, Missouri.

Wellston Enjoys a Balanced School Plant

Millard M. Halter¹

During the early and middle thirties, many school districts were hampered in the development of a satisfactory educational program by the lack of adequate school-plant facilities. The Wellston School District was one such district. Its school buildings consisted of a high school approximately twenty years old, four elementary schools widely separated and varying in age from twenty to fifty years, and a very old and dilapidated colored elementary building. None of the buildings were fireproof. They had been badly planned and from the beginning were distinct fire hazards.

The school board of Wellston was well aware of the existing deficiencies but could do little to correct the situation until the federal funds became available under the PWA. A thorough analysis of the school plant was made by a member of the School Plant Division of the Missouri State Department of Education. An experienced architect was employed to carry on the study, and other experts were consulted on aspects of the educational planning. A well-balanced program was worked out, resulting in an almost complete revision of the school system and the elimination of most hazards in the existing buildings.

The construction program, as finally effected, consisted of the erection of a large major high school, a new Negro elementary



The library, which is finished in knotty pine, is one of the showplaces of the school. It provides the materials for the academic nerve center of the school.

¹Superintendent of Schools, Wellston-St. Louis, Mo.



Left: the lighting unit in the formal entrance hall is a world globe. Right: the main entrance in modernized Colonial forms is considered one of the architectural gems of the community.

school, and the remodeling and fireproofing of two of the existing buildings in which were incorporated the modern facilities for required modern schooling. The school system was thereby centralized; the older buildings were abandoned or sold. The district now has an efficient and modern school plant suited to the broadened educational program which has been put into effect.

Wellston proper is an unincorporated area, immediately adjacent to the western boundary of St. Louis, Mo. Roughly, it extends one and one-half miles north to south by one-half mile east to west, and has a population estimated at 10,000. The district is a crowded industrial and business area in which eight or nine large factory plants and a large retail business area are located. In 1938 the school enumeration revealed that there were within the district 1940 white and 115 colored children of school age. The majority of the wage-earning population either are employed at one or the other various factories or conduct small shops or other private business enterprises. For the year 1941-42, there was a total enrollment of 1439, including kindergarten pupils. Of this number, 421 were enrolled in the high school. Over a period of years the college attendance has averaged about 10 per cent of the high school enrollment.

In October, 1938, the citizens of the district took advantage of federal financial help and voted to bond themselves to the extent of \$225,000 for their part in financing a school construction and rehabilitation program. The bond issue was promptly supplemented by a PWA grant, representing 45 per cent of the total cost of the projected building contracts. The entire project consisted of three parts:

first, the construction of a four-room school for the Negro children; second, the rehabilitation of two grade buildings; and the third, the construction of a new high school plant. The cost of the entire project was approximately \$450,000, which incidentally, included the site for the new high school building. It is this building in particular that is here described.

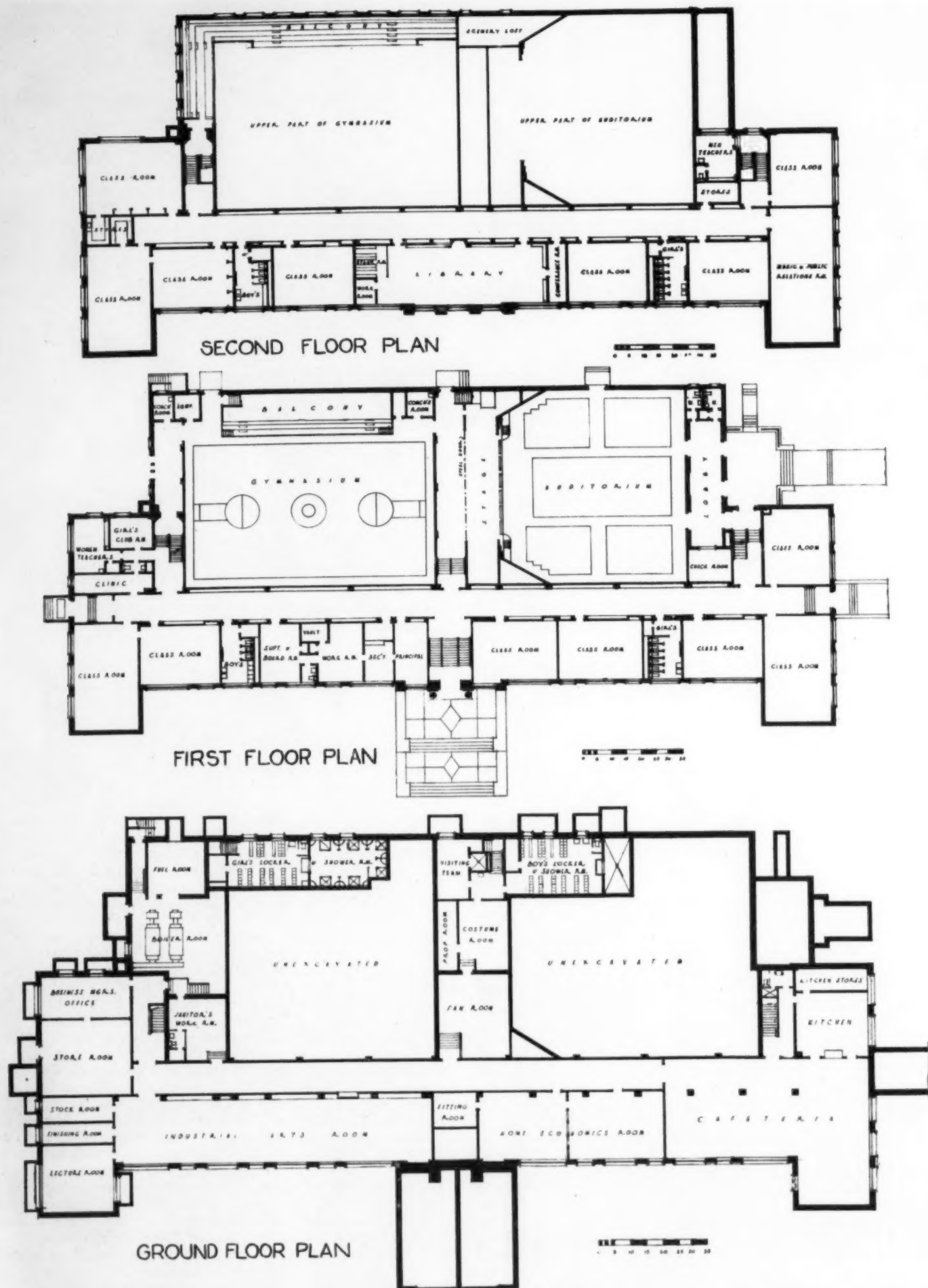
The problem of site for such a large high school plant was a serious one. The district is small and highly congested so that no vacant sites of adequate size were available. The building was to be located at the intersection of Evergreen and Wells Avenue, which is located along quiet secondary streets only one block from the main business thoroughfare. This site, while the only one available, offered its problems in that the area originally had been a swamp and had been filled in, and the building had to be erected on a pile foundation.

The building, although essentially arranged in one mass, is in reality three units: (1) the middle section which houses the classrooms and laboratories; (2) the gymnasium; and (3) the auditorium. Planned primarily for the instruction of children, the building also fills very important social needs of the people of the district. It is so set up that each department may function independently of the others. To illustrate: it is entirely possible to have a civic gathering of citizens of the district in the auditorium and a ball game in the gymnasium, both independent and without interrupting the normal routine of schoolwork in the classroom section.

The exterior is designed with Greek colonial details and is faced with a handmade pink

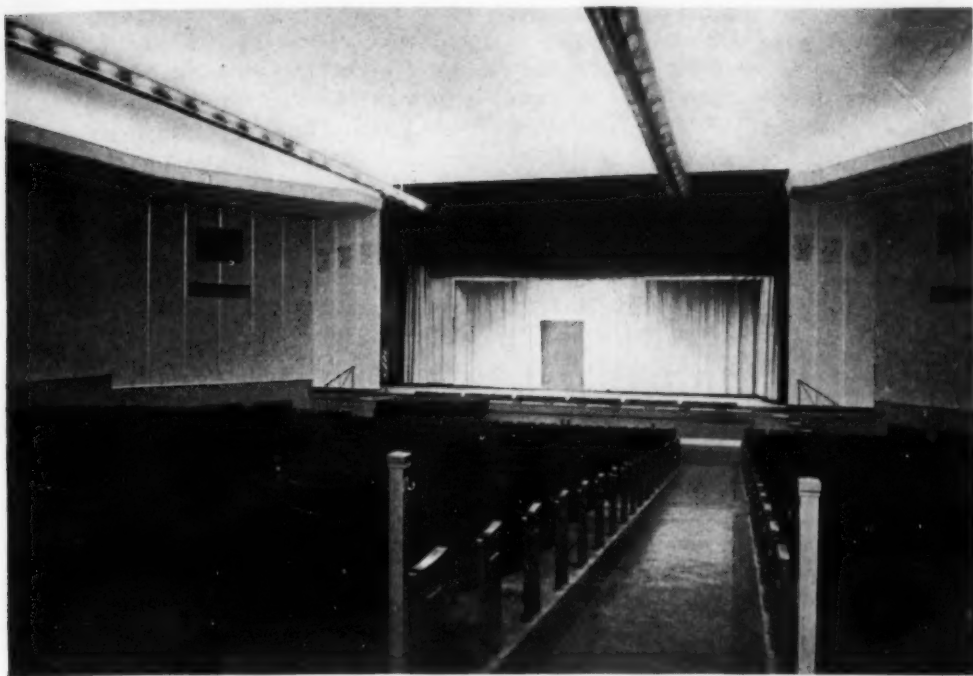
brick, trimmed with Bedford stone. The entire effect is a dignified and attractive addition to the center of the community. The building is fireproof, of reinforced concrete construction of the wall-bearing type. It offers a marked contrast to the surrounding buildings which are largely industrial and commercial in character. The stairs and corridor floors are terrazzo, as are the floors of the main rooms of the building. Metal lockers are on each side of the corridors, and the walls and ceilings above are plastered with a sound-deadening material. In the general plan, the building is designed for maximum utilization of space and efficiency of administration, which combined with the well-designed main elevations and the interior design, create satisfying aesthetic environment for students and people of the district.

On the ground floor are located the cafeteria with facilities for 250 guests, a well-equipped kitchen, and immediately adjacent, a spacious storeroom. Occupying the front center is the home-economics department, consisting of a modern five-unit kitchen, a combination sewing-and-homemaking room, and a small fitting room. Immediately west of this is the industrial-arts department, consisting of a long, well-lighted, south-exposed room which houses the shop equipment, the mechanical-drawing room, the drying room, and a lumber storage room, all of which open directly to the shop room. Adjoining this and well segregated, is the business manager's office with a large storage space for books and supplies. On the northwest corner, and under the west end of the gymnasium, are the boiler room, the fuel room, and the cinder room. Beneath the gymnasium bleachers are



Floor Plans, Wellston High School, Wellston, Missouri. — Marcel Boulicault, Architect, St. Louis, Missouri.

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The auditorium is a complete theater and is used not only for school assembly purposes but is frequently occupied by groups of citizens.

located the girls' locker and shower rooms, while similar facilities for the boys are in the east end and below the gymnasium. Completing the ground-floor picture there are a make-up room, a costume room, and a room for supplementary gymnastics.

Admittance to the main floor may be gained either through the main entrance, or by the secondary entrances at both ends and to the rear of the building. In addition to these, special entrances are provided for the gymnasium and auditorium, which makes it possible to enter either one without interference with any other part of the building. On this floor are located seven classrooms. Two of these are enlarged corner rooms, arranged

to accommodate 150 to 200 students throughout the day. One corner room is used by the speech department and has a small stage. This is equipped with acoustical plaster. The 10-ft. wide corridor is lined on both sides by some 200 recessed lockers. Immediately west of the main entrance one finds the administrative suite, consisting of the principal's and secretary's offices, the waiting room, the clerical workroom, and the superintendent's and board's rooms. Between the latter is located a fireproof vault for safekeeping of school records, etc.

Dominating the northwest portion of the edifice is an 86 by 70-ft. gymnasium, with seating capacity for some 600 people. Private

offices for the coaches in addition to the usual shower, locker, drying room, and storage facilities complete the gymnasium facilities.

Directly east of the gymnasium and north of the central corridor is a beautiful auditorium, with a seating capacity of 650. The room has no window openings and is completely air conditioned. A feature of the stage is the lighting system which consists of a complete theater lighting unit of the dimmer type. Facilities for moving pictures are provided. To increase the size of the stage when occasion demands, a rolling steel door which normally separates the stage from the corridor, is raised and the corridor space is incorporated, thus providing ample room for graduation exercises, operettas, etc. Above this area is a complete grid. A fitting complement to the auditorium proper is the attractive foyer, flanked by rest and check rooms.

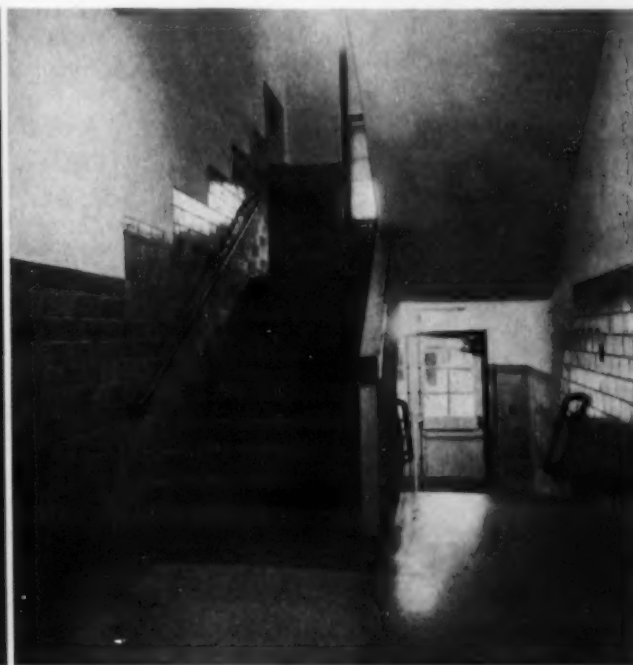
Another feature of the first floor is what might be called the health and recreation suite, consisting of a recreation room for the women teachers, a girls' clubroom, a clinic and nurse's room. Adequate toilet and wash-room facilities for both students and teachers complete the first-floor picture.

Proceeding to the second floor we find six classrooms and two large corner rooms, one of which contains the chemistry laboratory and science lecture room, and the other serves in dual capacity of a music and public relations room. This latter room is 23 by 48 ft., has acoustical plaster walls and acoustical-tile ceiling, and will accommodate gatherings of 100 or more persons.

A corridor extends from the music room on the east to the science equipment storeroom at the western end of the building. Lining both sides of this corridor are some 250 recessed lockers.

Located in the center of the second-floor area is a large library, adequately equipped with bookshelves, and fitted with a bona fide fireplace. Adjacent to the western end of the library are the stack room and workroom, while at the east extremity is situated a much-

(Concluded on page 58)



Left: the Colonial details of the auditorium lobby have attracted wide and favorable attention. Right: the corridors and stairs are finished with terrazzo floors, tile dadoes, and sound-absorbing ceilings.

THE AMERICAN School Board Journal

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Progress in School-Business Administration

DURING a period of stress—be it war or depression—there is a strong inclination for public officials to center all efforts on the main business in hand and to neglect routine services and established agencies. The majority of citizens are so absorbed in the divisions of government which are engaged immediately in saving our political or economic institutions that the local or state administrative officials and their controlling elective bodies readily lose the ordinary momentum of efficiency. Under such circumstances, progress as reflected in better methods, increased economy, adjustment to new conditions is rarely found. The entire pull of the usual forces which prevent inefficiency and even corruption is lost or even reversed.

Considering school-business conditions in the light of the foregoing and in connection with observed happenings in other governmental agencies, it is encouraging to note that numerous school systems are fighting valiantly to maintain their standards of personnel management, purchasing of supplies and equipment, cafeteria service, and general business administration. Some of the larger cities are actually undertaking major reforms that would be difficult even in normal times. Thus, New York has sharply revised its buying and warehousing plans to harmonize school practice with certain municipal plans and to get the benefit of the economies of combined buying. The appointment last year of Dr. N. L. Engelhardt points to new high standards of efficiency in school-building planning and construction. Chicago has received a most constructive survey report directed largely to a reform of its school-business methods. If the recommended purchasing procedures (see pages 32 and 55) are put into effect a distinct improvement may be foreseen. In St. Louis, Auditor James J. Lee has undertaken a complete reclassification of all nonteaching employees with changes in status, eliminations of unnecessary jobs, and a radical revision of pay schedules. Considerable economies with fairness to employees are predicted. It would take a page of space to record even a few of the school-business reforms and improvements undertaken in smaller cities.

The present time may not be ideal for a re-examination of the entire range of school-business administration in city schools, but it is a time when changes can readily be made. The purchasing department can be shaken out of its ancient routine to use up stocks now hidden away in school buildings, to revise its bidding system, and to find new sources of supply, to improve its warehousing and delivery plans, and to simplify its lists. The shortage of building materials and of mechanics should lead to new and economical methods of handling repairs and maintenance problems. The national necessity for fuel conservation should lead to the checking of heating apparatus and should make easy strong insistence upon better methods of firing and closer attention to the total efficiency of ventilating and heating apparatus. In the non-teaching services of the schools, personnel can be restudied to save man power and to pay according to services rendered.

In the field of finance the present opportunity to clear up debt service problems and to make plans for meeting the new burdens certain to arise from the school building rush which will come is a major responsibility. It cannot be tackled until the building planning job has been adequately undertaken and a fairly clear-cut picture both of the educational adjustments and of the enrollment changes has been blocked out. The problem of unifying curriculums and teaching methods for the benefit of the mobile elements in the school population may not be a responsibility of the business executives of any school system but it is one which is closely related to the building planning in which all administrative divisions must participate during the coming school year.

The war will not all be loss for the schools, if the present complete uncertainty and need for rapid change is used to rouse the school boards and their executives out of the easygoing peacetime gait into a constructive realization of the times and of the opportunity to do a type of school administration that will put other local public agencies to shame.

Flag Salute Issue Finally Settled

THE flag salute issue which has annoyed school authorities throughout the United States for some years has finally culminated in a second United States Supreme Court ruling, under which public schools cannot require pupils to salute the flag if, for religious reasons, they refuse to do so.

In a number of states, the school laws make compulsory the pledge to the flag on the part of pupils. These laws have

been sustained by state supreme courts and were upheld in 1940 by the United States Supreme Court. Consequently, the school authorities, more particularly in the New England and the southern states, have excluded pupils from the schools who refused to salute the flag as a part of classroom exercises.

Now the United States Supreme Court has reversed itself and has ruled that all compulsory flag salute laws are unconstitutional. The ruling made in 1940 was a case which arose in Minersville, Pa.; the present case from West Virginia, where the state board of education had made the observance of the pledge of loyalty to the flag a matter of compulsion.

Associate Justice Robert H. Jackson, who wrote the opinion, sustained by a vote of 6 to 3, said: "Compulsory unification of opinion achieves only the unanimity of the graveyard. To believe that patriotism will not flourish if patriotic ceremonies are voluntary and spontaneous instead of a compulsory routine is to make an unflattering estimate of the appeal of our institutions to free minds."

"If there is any fixed star in our constitutional constellation, it is that no official, high or petty, can prescribe what shall be orthodox in politics, nationalism, religion, or other matters of opinion or force citizens to confess by word or act their faith therein. If there are any circumstances which permit an exception, they do not now occur to us."

The reasoning upon which the ruling is based indicates that the court favors voluntary observance of a ceremony denoting loyalty to the flag as against a compulsory expression of patriotism. Even in time of war when loyalty is so essential, all the guarantees of the constitution, which include religious liberty and freedom of conscience, will be upheld.

Penalizing Teacher Resignations

THE migration of teachers from their professional posts to better paying occupations is causing much concern in all sections of the country. The educational leaders have sought expedients to stem the tide of resignations and come forward with logical arguments and practical solutions. While these have taken into account economic conditions, they have been centered in the main upon professional loyalty and the patriotic import of teaching the youth of the land.

But harsher expedients are in contemplation. In the state of Michigan, State Superintendent Eugene Elliott comes forward to suggest that the teacher who resigns his or her position shall forfeit

both tenure and pension rights. A teacher in Michigan may quit the service and ask reinstatement without any loss of previous status. The proposal would check the danger which now confronts the schools by a severe penalty.

In this connection, it may be repeated that school administrators have been concerned with reason concerning the validity of teacher contracts. In the spring, a teacher may accept a contract to teach, but before entering upon her duties she may accept a more attractive appointment elsewhere and ignore the earlier agreement. The school authorities who find themselves without this teacher's services at the fall opening are without redress. On the other hand, if a school board fails to accept a teacher she may sue for breach of contract and win her case. It is a rare situation when a school board is able to press a suit successfully against a teacher.

The proposal advanced by the state school executive of Michigan may be harsh but it seems justified for the present difficult conditions. As a profession, teaching will not make progress unless a higher degree of responsibility is exhibited in carrying out teaching contracts.

The Appointive or Elective System — Which?

THE question what method of board of education creation, the appointive or the elective is most practical for the larger cities, is frequently raised. The appointive method obtains in most of the larger and many of the medium-size cities, while the elective system is quite generally adhered to in the smaller centers of population.

There are obvious reasons why there is a tendency on the part of the larger cities to hold to the appointive system, and the smaller to the elective system. In the smaller communities, where the citizenship is drawn more closely together, the choice of members of a board of education is not a difficult matter. The candidates are known to the constituency as to their character and fitness for public service.

In the larger communities the creation of a board of education by way of the elective method becomes more complicated. The men and women who by virtue of their character and experience would prove most acceptable may be little known when it comes to a choice at the ballot box. The conscientious voter does not know who is who. This situation is in part met by the creation of a citizens' committee which selects and presents a set of names for consideration. Cities of the type of Indianapolis and Milwaukee have been quite successful in aiding the choice of high class citizens to board of education membership.

The success of this approach hinges

upon an unselfish and high-minded citizens' committee. If such a body enjoys the confidence of the constituency, its recommendations may prove quite acceptable and make it easier for the voter to record his choice. While the appointive system is less democratic, it has some advantages in that it may eliminate the usual campaign hurrah and the operation of expensive election machinery. Its real weakness is found in the tendency of the appointing executive to play favoritism and to foster his own political fortunes.

On the whole, it must be said that the chief executive of a municipality, entrusted with the important task of naming the members of a board of education, usually proceeds with circumspection and caution, and thus meets with public approval.

Are Citizens' Petitions and Protests Always Helpful?

IT HAS become traditional in many communities to file petitions which aim to protest against some policy or action taken by a board of education. Perhaps no other public body of a local character is the recipient of more petitions and protests than are the school authorities. The reason for this is explained in the fact that the schools are the immediate concern of many citizens, and the deliberations of a school board are viewed with more than ordinary scrutiny. It must be assumed that this concern on the part of the public is laudable and has a tendency to prompt greater caution and care on the part of the school administrators. In brief, the citizen who pays for the maintenance of the schools has the right to criticize the action of the school board if such action does not accord with his views.

While the filing of petitions and protests has a legitimate place in the relations of school authorities and public, there are phases which deserve discussion. The initial question is, Are petitions and protests in every case justified? The person who makes the rounds gathering signatures may be actuated by pure prejudice and incomplete information, and yet plausible and convincing in presenting his case. And here, experience has it that the average citizen signs, right or wrong, in order to get rid of his visitor.

A case which has recently come to light in a small eastern city illustrates the point. A school superintendent was denied a renewal of his contract. The facts in the case were not made public. The incumbent had his friends and admirers in the community, who immediately made a protest. A petition was signed by 3000 citizens, demanding a public hearing. Thereupon, the charges were revealed, demonstrating that the incumbent had failed in the discharge of his duties, and in carrying out the instructions of the school board. The dismissal was amply justified. The school authorities had acted with complete facts, to

shield the dismissed school officials, while the petitioners merely assumed that an injustice had been committed.

Those who contemplate the formulations of petitions and protests should quietly secure evidence as to the real facts before entering upon so serious a project.

School Boards Have a Trust

IN A message to the board of education, Dr. A. E. Bott, president of the East St. Louis, Illinois, board of education, recently said:

I wish to impress on each of us that into the hands of you 12 men and myself has been placed the trust of the fathers and mothers of East St. Louis that we will provide for their children the best educational facilities for which this district can afford to pay. Anything we may do which is short of this will constitute in my mind, as I know it would constitute in yours, a betrayal of sacred trust; a betrayal of trust most despicable because it would come at the expense of helpless children.

The very security of our democracy depends on how well the elected representatives of the people discharge the duties of government for the people of whom they are supported. I cannot help but feel that our democracy is being tested as much in our land as it is by the armed tyrant on foreign soil.

Many of our good friends are carrying on a good fight and we have great faith in them, but in this war all resources are needed to preserve our freedom. We must meet the increased requirements within our own fields. We must not fail in the responsibility which is ours and sacrifice our own end toward the social good.

Our victory will extend far into the postwar period in which the education of the youth of today will be a part.

Mr. Potter Retires

THE retirement of Milton C. Potter from the superintendency of the Milwaukee schools, under the age-limitation clause of the Wisconsin teachers' pension act, brings to a close one of the longest services of the chief executive of a large American city. Mr. Potter's ready re-elections in Milwaukee have been a tribute to his constructive educational ability and to his magnificent tact in handling measures and men for the welfare of Milwaukee's children and for the social betterment of the community. His long career has been no less a tribute to the board of school directors whose majority membership has always been of a caliber that has placed the true objective of the schools above politics or personal advantage.

► It is easy to lead a lad to college but hard to make him think.

► Happy are pupils whose teacher smiles with her eyes.

► It is easier to criticize a teacher than to appreciate her.

► Don't underrate a school achievement because some other fellow deserves the credit.

► One objective test is worth a hundred teachers' opinions.

The LEND A HAND Spirit: A Teacher Looks at the School Board

Margaret Seberger¹

During a lifetime it has been my privilege to know personally only a very few school-board members. However, during a score of years—years representing peace and plenty as well as war and depression—I have lived and worked under the influence of a larger number of them. It is from both vantage points that I reflect today.

I was new in California. I was sitting in interview with a city superintendent. His bulldog jaw frightened me before he opened it. "Do you dance?" He put the question gruffly. "I'll be honest," I said, "I do dance but I don't have to dance. I haven't danced for two years." You see I wanted very much to get a job in California. Just then visions of the past two years in a Quaker community in the Middle West flooded my memory. "If you don't dance, you'd better learn" was the swift retort. "That is a requirement of our board of education." The superintendent laughed heartily and sent me to interview the five members of the board.

After the armistice of 1918, I was employed for a few years as a teacher in an American community in which a Catholic was not allowed to stay overnight; neither was a Negro. It was the duty of the school board to see that no Catholic teacher received appointment. It is on Christmas Eve during a global war for freedom that I reflect upon this.

It was during depression years. A member of the school board had lost heavily of material and worldly goods but "ideally" he had gained much. In spite of his adverse experience—or perhaps because of it—he refused consistently to have teachers' salaries cut a fourth and fifth time. Without revealing his name, the superintendent in a faculty meeting commended the outstanding spirit of generosity manifested by this man who was serving his community. When he retired after 17 years of service in this capacity, he was honored at a community banquet. It is not easy to glamorize the school board; great school trustees pass unnoticed.

Eight school trustees were busy in one community in which I applied for a position. The citizens of the elementary district had only recently been drawn unwillingly into a high school district. A new junior high school was being organized. Skeptical were the members of the elementary district; vindictive were those of the encompassing high school district. It took the sanction of every member of both boards to receive appointment. I stayed for two years. That skepticism and discord permeated down through the entire setup.

My first teaching position was in a community larger than any I have taught in since. It was a summer resort and many miles from my home. One member of the school board personally assumed the responsibility of finding a suitable place for me to live. A short time in that community convinced me

that that board member knew his community and its shortcomings. A mere "thank you" could be only a feeble expression of my gratitude for his courtesy and kindness.

For years I had not seen a board member. Now it was a critical time in local political circles. A member of the school board was visiting my department frequently. On one occasion the visitor explained to me how impossible the superintendent was. I respected my superior (the superintendent) for his intellectual capacity and for his regard for the welfare of the children. I had observed that he was gruff in manner and impulsive, too; yet I had learned to work with him with some degree of satisfaction to myself. I listened to the criticism of him, recognizing instantly that criticizing was the trait being criticized. I reflected, "Cast out first the beam out of thine own eye." Nothing in the visitor's attitude or manner made me respect him as a man or as a member of the school board which set the policies whereby I was to abide.

Several persons are happy citizens today because of the vision, untiring efforts and persuasion powers of one school-board member. His was a rural community. Few farmers were interested in sending their children to high school; fewer children were interested in going. Had it not been for the cooperative enterprise of the district school board and the township trustee, the ambitions of a few

youngsters would have been seriously thwarted. The consolidated high school was six miles away; a horse-drawn bus plodded the weary way. I have some idea of how those few feel today as they reflect upon their good fortune in youth; I am one of them.

My most significant personal experience with a school-board member came early in my life. My father served for many years on the school board of a small but progressive community. I chuckle now as I recall one incident. It was at the time that a requirement for instruction in agriculture was first introduced. My younger brother came home from school, threw his books upon the table, declared that the teacher knew nothing about cows and vowed that he would not go back to school another day. Father grinned. "Why don't you take some of these photographs and pedigrees and milk records to school to show the class what the book is talking about," he said. "Better still, bring the gang around, let them help you feed the cows and calves, see the silo, and watch the milking machine." Wasn't that "learning by doing"—progressive education in its finest sense. That was thirty years ago, proposed by a man who had very little formal education. "Lend a hand, son, they need you" were father's quieting words; in my mind's ear I can hear them now.

Incidentally, *lend a hand* is the finest spirit a school board can possess. You lend a hand when you understand; you understand when you live fully; you live fully when you meet problems and solve them with a visualization of the ultimate effect of the solution upon the progress of the youth in your community. When you do this, you are doing what the people of your community today are entrusting you to do for the good of those who tomorrow must *lend a hand*.

Early-Day Teachers in Nebraska

J. C. Baker¹

"Princely salaries!"—so the pedagogues, 60 and 70 years ago, in sparsely settled counties of Nebraska would characterize even the meagerest pay of present-day teachers. "Infinitesimal, when paid at all," is how "Pioneer Schools," Pamphlet 30, of *Nebraska Folklore*² describes the wages of those early-day teachers.

Twenty dollars a month for a three-month term was considered good pay. Frequently an empty treasury forced the teacher to discount his warrant, if he could find a purchaser, as much as 20 per cent. In Saline County a public-spirited Dr. Cross agreed to teach, provided he would be released to make a call whenever someone broke a leg or the stork cackled for his assistance. Anna Brubaker of Frontier County was paid with five acres' plowing on her homestead for each pupil. Sometimes women in the neighborhood volunteered to teach for no remuneration whatsoever.

Though room and board were provided usually by the district, they were sources of distress. Frequently the teacher "boarding round" had to remain for the longest period of time with the family having the most school children, with one or more of whom he shared his bed. In a one-room soddy occupied by five or six persons, as it frequently was, he had little privacy indeed.

The breakfast and supper often consisted of

corn bread and molasses. Milk and parched wheat was the exclusive fare in at least one home. Small wonder that the teacher often drove many miles to spend a week end at his home.

Professional Qualifications

Professional qualifications were as meager as the compensation. Many knew little or no more than some of their pupils. However, often enough, a district had to choose between an inadequately prepared teacher or no teacher in filling a vacancy. Mastery of the sixth reader was considered sufficient preparation to teach; some teachers had less education. A young girl whose schooling had lasted only two months was employed to teach in Platte County, in 1871, "because she was needy."

The possession of a certain amount of pugilistic ability was virtually a professional qualification for teachers posted in rowdy districts, if they were to hold their jobs. One teacher, who invented a "thrashing machine" of straps, in the 80's, was swatted ferociously on the jaw by the first big boy on whom he experimented. Another schoolmaster was unable to maintain discipline until he brought a 45-caliber pistol to school and ostentatiously laid it on his desk. Whenever he wished to gain attention he flourished it threateningly.

Indeed, one would not be far from the truth in saying that the "activity school" is as old as American education.

¹Supervisor of Homemaking, Monrovia City Schools, Monrovia, Calif.

²Peru, Neb.

³Duplicated bulletin, Nebraska Writer's Project.

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Basis of Better School Medical Service

Academy of Pediatrics Urges Closer Cooperation

The literature and meetings of the associations of both education and medicine are giving more and more emphasis to the needs of the whole child, and it seems appropriate that there should be some exchange of viewpoint between these two professions, which are contributing so much to the needs of school-age children.

As educators serve the individual needs of children, they call upon the specialized services of physicians and other specialists. The American Academy of Pediatrics, realizing the necessity of a mutual understanding between education and medicine, has recently reemphasized one of their principles: "The responsibility for the character of medical service must be borne by the medical profession" and declared that "The advice which is given to parents, pupils, or school staff should meet the best medical standards."

While the soundness of these principles has not been questioned, a neglect of medical standards has been almost characteristic of school service until very recently, and still too many schools allow the responsibility for the kind and extent of the medical service to be borne by the lay administration. Organization plans, as they stand today, generally provide no way of making certain that the school administrator's decision will be made with the

benefit of a full understanding of medical problems.

If the schools are to make a more effective use of their strategic position to educate children and parents to use curative and preventive medical services intelligently, then the professions of education and medicine must work together.

But some plan of administration is necessary for educational matters to be guided by educators and for medical policies to be determined by physicians. Such a plan, which avoids decisions made on administrative convenience only, rather than on professional principles, has been proposed recently by the American Academy of Pediatrics.

The Academy suggests different types of organization plans to conform with the situation where (a) the physician in the schools may receive his direction from the city health department, (b) from the education department, or (c) a combination of both departments.

The administrator of a school health service under a health department, according to the Academy, should provide for a medical administration to give direction and leadership in interpreting medical standards. With civil service or other plans for a merit system the qualifications of personnel must be decided according to a sound interpretation of needs. Either through the board of health or through a special medical advisory committee the medical executive should have the support and advice of a real medical leadership and from the education department have an organization plan that will provide at all times for a ready consultation and leadership of the educational staff.

If the administration is under the board of education, the Academy suggests that a medical advisory committee be organized to safeguard professional qualifications and conditions of employment for the medical staff. Such a committee is an accepted and well-tried plan to safeguard the public welfare by providing advice, support, and the control of the medical executive.

When the school health service is administered under joint control of the health and education departments, the need for a medical executive can usually be supplied through the health department's contribution or by a special medical administrator responsible to the joint board.

Under such organization plans there is, therefore, the necessity for professional standards applicable to both the medical administrator and the staff physicians. The medical administrator should meet, in addition to basic pediatric training, standards of training and experience in public health administration and education, and the staff physicians should meet qualifications in clinical and preventative pediatrics. Even though full-time medical personnel is recommended for administrative positions, the requirement of full time for staff positions is likely to discriminate against the more competent, ambitious, and well-qualified clinicians. Until the pay for staff positions can be made much



John I. Claybrooke
Maysville, Kentucky

Mr. Claybrooke, who is chairman of the Mason County board of education, has been elected president of the Kentucky School Boards Association.

more inviting, the most competent physicians will be available for only part-time staff positions.

Preference should be given to those qualified physicians who meet the following qualifications in the order named:

Specialist certified by the American Board of Pediatrics

Fellow of the American Academy of Pediatrics or qualifications meeting academy requirements

Alumnus of hospital registered by the American Medical Association and with residency fellowship in pediatrics

Alumnus of hospital register by the American Medical Association which included service of one year in pediatrics where there is an approved residency or fellowship in pediatrics

Alumnus of hospital registered by the American Medical Association and part-time specialty in pediatrics with pediatric appointment in registered hospital.

The adoption or amendment of such organization plans and professional qualifications as these suggested by the Academy should lead to a most desirable mutual understanding between the fields of education and medicine and enable both professions to contribute even more to the needs of school-age children.

► JOHN EISENGRUBER has been elected president of the school board at Sebawaing, Mich.

► J. W. BROWN has been elected president of the school board at Yale, Mich.

► CHARLES PARK, of Mooreland, Okla., has been elected superintendent of schools at Quinlan.

► W. E. GORDAN, of New Richmond, Wis., has been elected superintendent of schools at Fort Atkinson, to succeed Frank C. Bray.

► LEROY GEIGER has been elected superintendent of schools at Minden City, Mich., to succeed A. B. Cherpes.

► C. H. ANDREWS, of Hillsdale, Mich., has been elected superintendent of schools at Montgomery, to succeed G. C. Chittick.

► A. A. DOUGLAS has been elected superintendent of schools at Modesto, Calif., to succeed J. H. Bradley.

► SUPT. C. M. CARTER, of Ellaville, has been re-elected head of the schools at Glenwood, Ga.

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This poster contributed by the MAINE TEACHERS' ASSOCIATION, Augusta, Maine

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This attractive poster has been distributed by the Maine Teachers' Association to high schools to call attention to the advisability of teaching as a profession and as an important activity on the home front.

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Hence, progressive schools are striving to build bodies

capable of carrying on in a strange, new post-war world.

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School Administration News

ALTON ABOLISHES MIDYEAR PROMOTION PLAN

After numerous conferences and discussions extending over a period of three months, the board of education at Alton, Ill., has decided to abolish midyear promotions and return to the annual promotion system. At the same time the board has set the minimum age for pupils entering the first grade at five years and ten months.

The elimination of midyear classes is to be effected progressively, starting with the first grade in September, and advancing one grade higher each succeeding year. Approximately six years will elapse, it is expected, before the one-year semester plan is in full operation in the schools.

In abolishing the midyear promotions and raising the entering age, the school board sought to eliminate a sore spot in educational efficiency, the bad effects being particularly noted in the first grade. A study made in September, 1942, revealed that approximately 33 per cent of the entering first-grade pupils had failed in their work and had to be demoted to retrace the first half year's work.

Further studies had shown that the admittance of pupils to the first grade at too early an age constituted an important factor in the high retardation rate. As a result of these studies, the board concluded that the frequent changes in teachers had a bad effect on younger pupils, and that many of these children might succeed if they were permitted to remain a whole ten months as a unit under one teacher who knew their weak points and who could direct their learning routine with eventual success at the end of the half-year semester.

Consideration of the new policy by the board was begun following reports submitted by Supt.

P. L. Ewing and his instructional adviser, Mrs. Maud Cleworth, who presented reports of statistical studies, personal investigations, and comparisons of results of the one-year semester plan in other school districts. The board subsequently voted to adopt the new one-year plan.

SCHOOL ADMINISTRATION

► Port Huron, Mich. The school board has transferred the Junior College to the high school building, where a curtailed college program will be carried out during the school year 1943-44. The change will involve a reduction of the college staff and a cut in the number of courses. A greatly reduced enrollment for the next year was given as the reason for the change.

► Somerville, Mass. The school board has decided to establish a boys' vocational high school, beginning next September. It will offer a three-year course. Students graduating from the junior high school will be eligible to attend.

► Saginaw, Mich. The board of education has cooperated with the State Board of Control in the sponsorship of a practical nursing course. A competent trained instructor has been employed to teach classes in elementary nursing and care of maternity patients, convalescents, and aged persons. The course, which will cover 15 weeks, is intended to provide qualified persons who will be able to do nonprofessional nursing. Women over 16 years of age, who are citizens, and graduates of the eighth grade, are eligible for the course.

► Tuckahoe, N. Y. A complete course of study in safety and hygiene was completed recently in the high school by a committee of teachers, headed by Mr. W. H. Bowers. Safety from grade one to twelve, including safety in physical education, science, and industrial arts, were some of the features included.

► Awards have been announced for the fourth National Pedestrian Protection Contest, sponsored during 1942 by the American Automobile Asso-

ciation. In the contest Wisconsin won first place among the states, and Oregon ranked second. The extent and effectiveness of school safety education programs, safety patrols, and high school driver education courses were important considerations in making the awards.

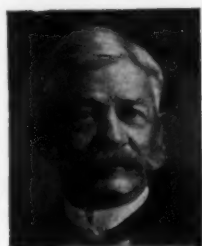
► San Jose, Calif. The school board has taken the first step toward eliminating midyear classes in elementary schools, by abolishing the entering first-grade class of February, 1944. As a result of the change, parents will be able to enter their children in September if they have attained the age of 4 years 6 months in the kindergarten and 5 years 6 months in the first grade.

► Bend, Ore. During the period preceding the activation of an army camp in the vicinity, the high school faculty cooperated in an educational program for the training of civilian personnel for the camp. The courses were arranged by the army personnel and teachers in the high school.

Classes were conducted for five weeks before and after school, as well as during regular school hours. One class in army clerical work was conducted entirely by an army officer, while the remaining classes were in charge of faculty members, assisted by qualified army men. Persons who desired to prepare themselves for positions at the camp were given full school credit during the training period.

The program was completed with more than one hundred persons trained for civilian work at the camp. Adults as well as students who took the work were able to find good positions immediately upon completion of the training. The program proved a valuable contribution to the war effort. It provided qualified help at the camp and at the same time permitted the employment of local residents which relieved a serious housing situation.

► Lansdowne, Pa. The school authorities have established an employment office to direct boys and girls of proper age into farm work wherever there is a demand for their services.



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CANTON ADOPTS SCHEDULE FOR EDUCATIONAL EMPLOYEES

The school board at Canton, Ohio, has adopted a salary schedule for the school year 1943-44, which becomes effective on July 1 for all educational employees. Under the schedule, elementary teachers without degrees will start at \$1,140 and will advance to \$1,900 at the end of the ninth year; teachers with degrees will begin at \$1,235 and will advance to \$1,995 at the end of the ninth year. High school teachers with an A.B. degree will start at \$1,235 and will advance to \$2,565 at the end of the fifteenth year; teachers with M.A. degrees will begin at \$1,330 and will advance to \$2,660 at the end of the fifteenth year. All teachers will advance at the rate of \$10 per month until the maximum is reached.

Salaries of teachers who have had successful experience in other schools will be based in part upon the previous salary and in part upon the Canton schedule. If the initial salary is below the schedule for the teacher's classification, training, and experience, the teacher will have no claim to special salary adjustment in later years.

Elementary principals in Class A, without degrees will receive a maximum salary of \$3,100; those in Class B, \$3,000; those in Class C, \$2,900; those in Class D, \$2,700. Principals without degrees, in Class A, will be paid a maximum of \$3,200; those in Class B, \$3,100; those in Class C, \$3,000; those in Class D, \$2,800.

THE URBANA SALARY SCHEDULE

The board of education at Urbana, Ill., after a long and careful study, has adopted a new salary schedule which uses the U. S. Department of Labor figure as the cost-of-living basis. The schedule, as applied, aims (1) to obtain well-prepared and competent teachers, (2) to encourage superior teaching, (3) to encourage teachers to obtain the optimum amount of professional training, and (4) to retain the most competent and desirable teachers. The schedule was prepared by

a committee, comprising both teachers and board members.

Teachers are divided into five groups, according to years of experience and amount of training. Teachers in Group A (2 years' training) will begin at \$950, and advance to \$1,250 at the end of 12 years. Teachers in Group B (3 years' training) will begin at \$1,125, and advance to \$1,500 at the end of 14 years. Teachers in Group C (A.B. degree) will begin at \$1,200, and advance to \$1,800 at the end of 16 years. Teachers in Group D (A.M. degree) will begin at \$1,275, and advance to \$2,100 at the end of 16 years. Teachers in Group E (6 years' training) will begin at \$1,350, and advance to \$2,300 at the end of 16 years.

The schedule of basic salaries assumes a cost-of-living index of 100 and the figures may be increased or decreased as the cost of living fluctuates. Each teacher will be credited at the beginning of the succeeding semester for having completed additional professional work. Extra pay will be given any principal, supervisor, coach, or teacher who has taken on any special work not common to most teachers. All salary adjustments will be made in September of each year and the adjustments will be computed on the basis of an average of the fluctuations represented in the quarterly index figures for April, July, October, and January of the preceding year. Full credit for each year of experience will be given to any teacher serving in the armed forces upon his return to the system.

Each teacher is eligible to receive an increment of not more than \$150 to cover adjustments to the schedule, or extra pay for service not common to most teachers.

The promotion of teachers will be made on the basis of satisfactory evidence of professional growth, as represented by continuous study, attendance at professional meetings, travel, and excellence of teaching. Education obtained by a teacher after entering the system will have a bearing upon the position held, and it must be

approved by the superintendent in advance if credit is given on the schedule.

All teachers will be allowed ten days' absence, with full pay, for illness or a death in the immediate family. Any teacher absent for more than ten days because of illness, will receive one third pay, the total number of days beyond the amount accumulated not to exceed sixty.

A bonus payment of \$75 will be paid to each teacher for the school year 1943, the amount to be included in the June check. The total cost of the adjustments will reach \$6,750.

► Hamtramck, Mich. A strike of teachers has been averted because of action taken by the school board in agreeing to all but two of the teachers' demands. The board decided (1) to approve a schedule in accordance with the Keyworth code, providing for substantial increases in pay for all teachers; (2) to grant ten days' sick leave with pay, to be cumulative for three years; and (3) to provide seniority ratings for all dismissals. The board further agreed to give consideration to continuing contracts and to grant further 10 per cent increases to meet higher living costs.

► Ludington, Mich. All teachers and school employees have received increases of \$10 per month, retroactive to the beginning of the current school year.

► Antioch, Calif. Salary increases, ranging from \$100 to \$140 per year, have been given all teachers. The increases were included in a new salary schedule, which is intended to provide for future advancement of salaries as teaching service increases and educational qualifications are extended.

► Woodland, Calif. All elementary teachers in the schools have been given increases of \$50 per year for the school year 1943-44. The minimum grade school salary has been raised to \$1,600.

New Books

Analytical Experimental Physics

By Harvey Brace Lemon and Michael Ference, Jr. Cloth xvi-584 pages. 66 plates. Price, \$7. University of Chicago Press, Chicago, Ill.

This second-year college text is addressed to professional science students and takes up in conventional order: (1) mechanics, (2) heat, (3) electricity and magnetism, (4) wave motion, sound, and light. The emphasis is on complete analysis, basic concepts, constant references to present-day applications. A complete mathematical appendix is provided. Motion-picture strips illustrate the experiments. From the standpoint of book-making, the volume sets a new high.

Solid Geometry

By F. Eugene Seymour and Paul James Smith. Cloth,

vii-263 pages. Price, \$1.60. The Macmillan Company, New York, N. Y.

This introduction to air navigation is addressed to upper classmen in high schools.

Plants We Eat and Wear

By H. E. Jaques. Paper, loose leaf, 171 pages. Price, \$1.50. Published by the author at Mt. Pleasant, Iowa.

This is a pictured key to the trees, shrubs, and other plants, upon which man is dependent for food and clothing.

Study Arithmetics

Book IV. By J. W. Studebaker, W. C. Findley, F. B. Knight, and G. M. Ruch. Cloth, 352 pages. Price, 88 cents. Scott, Foresman & Company, Chicago, Ill.

While the publishers announce this book as a revision of the Number Study Arithmetic, Book 4, it is almost completely a new work. The arithmetic content is devoted largely to division and to fractions with considerable new material on multiplication, interpreting numbers, money, measurement, and problem solving. The

emphasis is on quantitative thinking and the development of self-reliance. In appearance, variety of work, use of child interests, and helps for thoughtful and accurate work, the book is a delight. Tests for both diagnostic and remedial work and fully motivated drill materials are complete.

The Reference Function of the Library

Edited by Pierce Butler. Cloth, x-366 pages. Price, \$3. University of Chicago Press, Chicago, Ill.

The papers making up this volume were read before the 1942 session of the Library Institute of the University of Chicago Graduate School in Library Science.

The Cotton Industry

By Josephine Perry. Cloth, 128 pages. Price, \$1.75. Longmans, Green & Company, New York, N. Y.

The story of cotton, its growing, its preparation for human use, and its economic value is the subject of this fifth book in the "America at Work" social-science readers.

Around the Year

By Horace Mann Buckley, Margaret L. White, Alice B. Adams, and Leslie R. Silvernale. Cloth, 384 pages. Price, 96 cents. American Book Company, New York.

Safety the year round is attractively presented in story form, quite without preaching or excessive factual emphasis. Dangers arising out of play in the house, on the street, on the skating pond, on the farm and ranch, in woods and fields, in contacts with domestic and wild animals—all are treated in the language of third and fourth graders.

Fundamentals of Machines

By Charles E. Dull and Ira G. Newlin. Cloth, 547 pages. Price, \$1.48. Henry Holt & Company, New York.

This preinduction course is well written, well illustrated, and well implemented with self-testing exercises, questions, and problems. It appears to lean more strongly to science than to shopwork—a fault not of the writers but of the Army and the Office of Education requirements.

Electricity for Everyone

By Joseph R. Lunt and William T. Wyman. Cloth, x-649 pages. Price, \$2.56. The Macmillan Company, New York, N. Y.

This is an introductory course for high schools, with strong emphasis on the most widely used applications. The theory and the laws of electricity are touched upon only to enable the average user of electrical devices to understand magnetic and electrical forces and the action of motors, radios, etc.

Basic Electricity

By Wilbur L. Beauchamp and John C. Mayfield. Cloth, 312 pages. Price, \$1.60. Scott, Foresman & Company, Chicago, Ill.

This preinduction text has qualities which recommend it: (1) the required topics are simply but completely developed; (2) the illustrations and diagrams fully supplement the text and tell what in many cases mere words cannot convey; (3) each unit begins with questions for orientation and ends with questions for review, for applications to everyday life, and for assimilating the underlying principles, mastering the terminology, etc.; (4) the entire work is directed to the present objectives of science work, but does not overlook general vocational values. It is a relief to find in a preinduction book a total absence of haste, of make-shift illustrations, and of the letdown in textbook editing standards which has characterized most of these war products.

Ways to Teach Bookkeeping and Accounting

By Harvey A. Andruss. Cloth, 334 pages. \$2.35. South-Western Publishing Co., Cincinnati, Ohio.

The author of this work has rendered a service to commercial education in offering in book form, the discussions of methods of teaching which formerly had to be gathered piecemeal from various textbooks and magazine articles.

The history of bookkeeping from the time of Fra Luca Pacioli to the present is excellent background material. There are clarifying explanations of the relations of law and economics to accounting. A chapter is devoted to suggested courses and there is a 43-page selected bibliography of books and magazine articles.

Mathematics for the Emergency

By Lapp, Knight & Rietz. Paper, 158 pages. 80 cents. Scott, Foresman & Co., Chicago, Ill.

A carefully prepared text-workbook to provide a review in arithmetic, algebra, geometry, and trigonometry. It appeared in 1934 as a *Review of Pre-College Mathematics*, and has been adapted to the needs of those preparing for aviation training, factory work, or college courses in mathematics, physics, and chemistry. Answers are provided for the problems.

Education on the Air

Edited by Josephine H. MacLachy. Cloth, 310 pages. Ohio State University, Columbus, Ohio.

This is the thirteenth yearbook of the Institute for Education by Radio. The problems discussed by the groups included are: (1) radio in wartime, (2) educational radio for children, (3) educational broadcasting, (4) educational public-service broadcasting, (5) agricultural broadcasting, (6) religious broadcasting, (7) public relations of radio.

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SHE CAN OPERATE A MONROE**

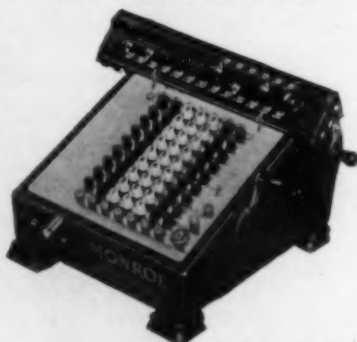
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- SECY. YR. receipt type. \$18-20
- RECORD clk. adv. sm. sten. \$18-20
- RESEARCH assist. coll. typg. \$18-20
- SECY. 28-35, editorial coll. \$18-28
- TYPIST: Fire Ins. \$30; Defense \$30
- TYPIST: Personnel Dept. rapid \$30
- MONROE Calc-Typists, uptown \$30
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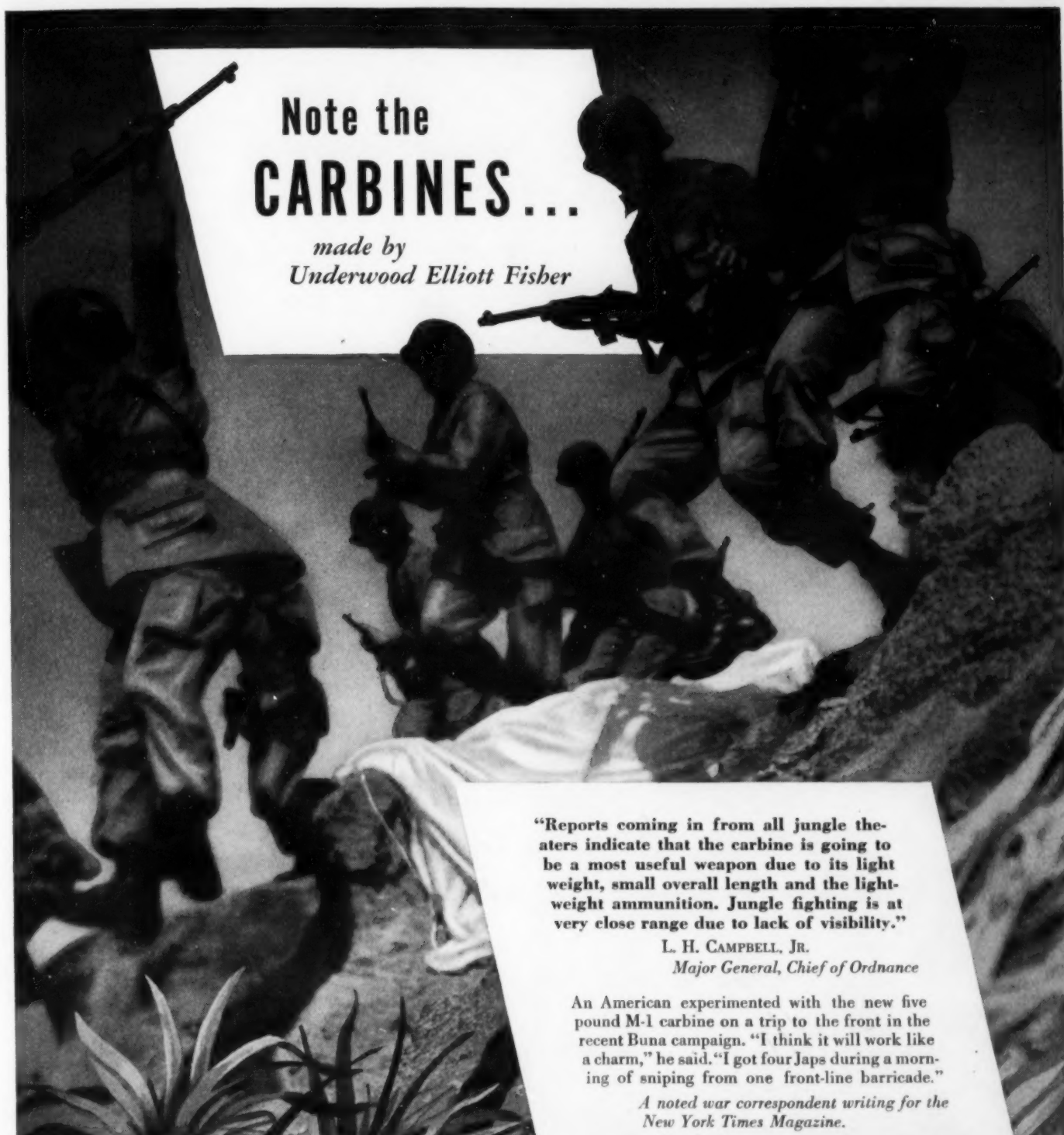
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PUBLICATIONS — SCHOOL EXECUTIVES

Improving the Classroom Environment

By M. E. Brown, Charles E. Thompson, and Lozier Condon. Paper, 102 pages. Price, \$1.60. Published by the board of education at El Paso, Tex.

A considerable amount of literature has appeared dealing with the school plant, its equipment, and the use of the plant and its equipment for furthering the well-being of children. There appears to be a need for a discussion of scientific methods of improving the classroom environment with respect to lighting, seating, and interior decoration.

The present booklet deals with a comprehensive study of lighting, seating, and interior decorating of classrooms. The authors and cooperating teachers arranged the seating of classrooms for the progressive type of class organization and group activities of various kinds and made comparative studies of the lighting results, instructional efficiency, and teaching satisfaction experienced by children and teachers. Both from the instructional and hygienic standpoints, the findings were surprising. School executives in search of ideas for breaking down the ancient formality

of classrooms for better teaching and happier learning will find the photographs and classroom layouts of intense interest.

Expenditures Per Pupil in City Schools, 1940-41

By Mary Ella W. Banfield. Paper, 33 pages. Bulletin 214, 1942. Published by the U. S. Office of Education, Washington, D. C.

This report offers current expenditure data relating to full-time public day schools below the college level. The data is given to furnish a reference for per pupil expenditures in city school systems, which show averages with respect to current expense items rather than provide material for "high" and "low" expenditures. It indicates the recent changes in public school financial accounting and shows the range in percentage of amount devoted to each major current expense account in 276 city school systems.

Proceedings of the California Association of Public School Business Officials

Paper. Published by the Association, at Bakersfield, Calif.

Contains the proceedings and the addresses delivered at the annual meeting held in Fresno. Is of significance for competent wartime school-business administration.

Cook County Survey

Final report. Paper, 20 pages. Issued by County Supt. N. J. Puffer, Chicago, Ill.

This survey, made under an order of the Illinois state legislature, recommends the regrouping of elementary school districts and the elimination of the dual school systems (separate high school districts) and the correction of taxation abuses. The survey is one of the steps contemplated for the elimination of small school districts and the formulation of a consistent administrative policy.

Annual Financial and Statistical Report of the New York City Board of Education for the Fiscal Year 1941-42

Prepared by the Division of Statistics of the Bureau of Finance. Paper, 139 pages. Published by the board of education of New York City.

The report offers complete financial data per capita costs of various activities, comparative cost statements, graphical illustrations of financial and physical data, and five-year summaries of school property schedules.

Federal Specifications

The following specifications have been issued by the United States Bureau of Standards and approved by the director of procurement. They are available from the U. S. Government Printing Office.

00-M-31b. Machines, dishwashing, and dish baskets. 10 cents.

SS-T-341a. Tile, structural, clay, load-bearing, wall. 5 cents.

SS-T-351a. Tile, structural, clay, nonload-bearing. 5 cents.

TT-P-25. Paint; exterior-primer, ready-mixed, white (undercoat for wood). 5 cents.

Utilities Rates Annual Survey for California Schools

Compiled by C. L. Suffield. Paper, 32 pages. Published by the California Association of School Business Officials, at San Bernardino, Calif.

This report, which constitutes the latter half of a Utilities Handbook, compiled by the author, lists elementary and secondary schools served by privately owned utilities in the matter of light and power.

General Storage Specifications for Critical and Strategic Materials

Paper, 24 pages. Published by the War Production Board, Washington, D. C.

An outline of general storage specifications for critical and strategic materials to provide standards for storage and to insure reasonable security against loss by fire, sabotage, or other cause. Of value for developing school-supplies storage standards.

ASTM Standards on Soaps and Other Detergents

Paper, 128 pages. Price, \$1.35. Published by the American Society for Testing Materials, Philadelphia, Pa.

This booklet, issued February, 1943, lists all the specifications, methods of analysis, and definitions developed by Committee D-12, on soaps and other detergents, of the American Society for Testing Materials. The specifications cover bar soap, chip soap, salt water, solid, toilet, and other kinds of soap. There are also specifications for soda ash, caustic soda, metasilicate sodium, trisodium phosphate, and others.

School Tables

Paper, 12 pages. Price, 5 cents. Published by the National Bureau of Standards, Washington, D. C.

This simplification program aims to effect a substantial reduction in the number of sizes of school tables to be manufactured for stock, and fixes table and chair heights.

Personnel Policies

Paper, 39 pages. Published by the board of education at Springfield, Mass.

A publication dealing with the selection, conditions of service, and salaries of the instructional staff of the public schools.

A compilation of statements of policy like the present has considerable value in that it makes teachers aware of every aspect of their relations with the school district from the standpoint of employment. It has the further value of flexibility in that it can be revised by the executive heads of the school department without all of the formalities usual in the adoption of a fixed code of school rules and regulations. There is administrative and educational growth in a situation which allows for change to meet conditions from year to year.

► ANDREW B. CHERPES, of Minden, Mich., has been elected superintendent of schools at Diamondale.

► GEORGE P. WILKINS, of Thebes, Ill., has been elected superintendent of schools at Madison, to succeed E. W. Heob.

► W. D. WALLACE, of Hanover, Mich., has been elected superintendent of schools at Lyons, to succeed Harold Wood.

► SUPT. JOHN SPINK, of Linden, Mich., has been re-elected for another year.

► THEODORE O. ZIMMERMAN has been elected superintendent of the community high and grade school at Earlville, Ill. He succeeds F. G. Taylor.

Your Postwar School Planning Should Provide SUNSHINY and CHEERFUL ROOMS



This means that the fenestration of your postwar school buildings should call for larger window areas. Then your schools will meet the new trend which indicates windows built of metal with slender frames and large glass areas to flood every room with daylight and good cheer.

There are many other advantages to be gained by using Fenestra School Window Specifications, such as, *better ventilation—easier opening—superior weather-tightness—safer washing—increased fire safety—and lower cost—* by America's oldest and largest peacetime manufacturer of solid-section steel windows.

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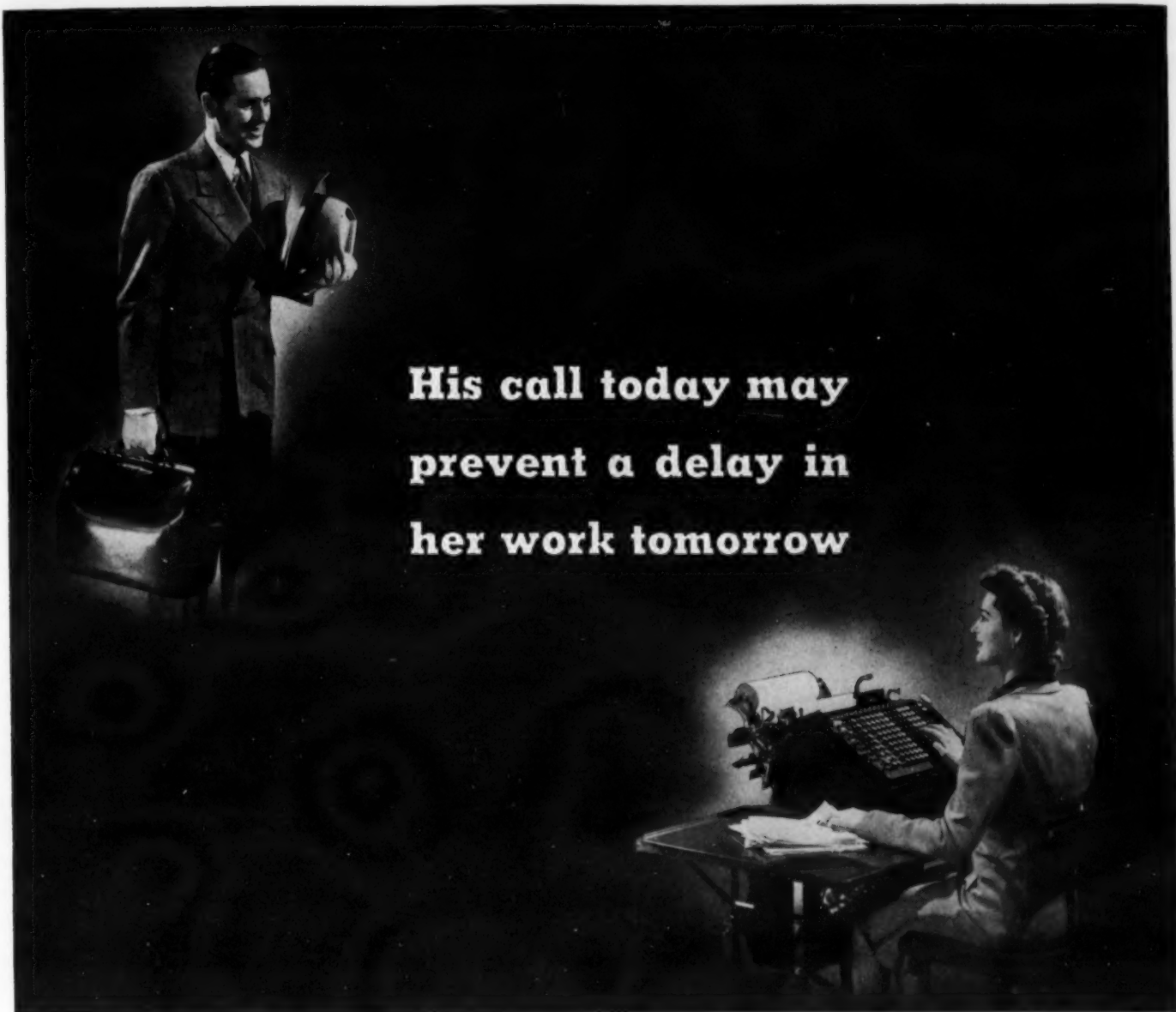
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**His call today may
prevent a delay in
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Manufacture of aircraft equipment for the Army Air Forces, and the manufacture of Burroughs figuring and accounting equipment for the Army, Navy, U. S. Government and the nation's many war activities, are the vitally important tasks assigned to Burroughs in the Victory Program.

An ounce of prevention is still worth a pound of cure—especially these days when time and manpower are at a premium. A phone call will bring a Burroughs service man when you need him, but it's far wiser to arrange with Burroughs for periodic inspection, lubrication and adjustment of your Burroughs machines, so that emergencies, and the delays they entail, may be prevented. The Burroughs service man is the best answer to the ever-mounting problem: "How can I get the most out of my present machines, and make them last for the duration?" He is factory trained and factory controlled, and makes replacements with genuine Burroughs parts. His work is guaranteed by Burroughs. For full details, call the local Burroughs office.

BUY YOUR SUPPLIES FROM BURROUGHS—Users of all types of office machines find that Burroughs ribbons, carbon paper, roll paper and other supplies cost no more—assure better, more uniform results.

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Schools and the War

The schools at Portsmouth, Ohio, will offer summer classes in all phases of vocational education during the current summer. Complete high school instruction will be offered in vocational machine shop, sheet metal, automotive mechanics, aviation engine mechanics. In addition, there will be courses in electric welding for adults. To meet the local labor shortage, the schools are conducting cooperative vocational commercial and distributive-education courses. There are also adult classes in home-economics subjects.

The business administration setup will remain as at present, since it too has been geared to the war effort.

The salary schedule has been revised, with steps approaching a single-salary schedule for all

teachers. All members of the personnel have been given monthly cost-of-living bonuses.

► East Stroudsburg, Pa. A CAA airplane repair station has been established in the high school, which has enabled the school to offer preflight aviation and airplane mechanics courses to students and adults. A number of preinduction courses in mathematics, radio, photography, auto mechanics, machine shop, woodworking, welding, aviation mechanics, and preflight aviation have been established as part of the high school program.

► Newton, Mass. The school board has established a summer school, to be conducted in the high school from July 6 to August 13. Courses will be offered in preflight training, mathematics and physics, preinduction training, radio repair, clerical preparation, and make-up work in curriculum subjects.

► Lansdowne, Pa. The high school curriculum has been revised to include the main features of

the Victory Corps Program, especially the preinduction courses. The time devoted to physical education has been increased 33 per cent. Military instruction is offered as an elective subject.

► Claremore, Okla. A number of preinduction courses are being planned for the new school year in September. These courses will include electricity, preflight aviation, aviation mathematics, and meteorology. Physical training for all boys will be stressed during the year. Courses relating to defense training will emphasize vocabulary and current events.

All buildings and equipment are being kept in first-class condition to meet the demands for new courses and materials. Teachers' salaries will be increased. The finances are in better condition than for some time.

► East Stroudsburg, Pa. The evening school will continue as in the past and will offer courses of interest to industry and the community—machine-shop work, welding, woodworking, printing, and commercial education. Courses are also being offered in metallurgy, electrical engineering, industrial management, foremanship, aviation, and printing.

► Bangor, Pa. In order to adjust the salaries of teachers, the school board has given increases of \$10 per month to all teachers and administrative personnel, dating the salaries back to September, 1942. Other employees of the district were given special increases based on the length of service.

DEFERMENT OF TEACHERS

It is very important to be square with your teachers and your selective service boards. Do not present a weak case. If you can readily replace a teacher, tell him frankly and do not ask for deferment. After exhausting all reasonable possibilities, if you have been unable to fill a threatened vacancy, you are in a position to substantiate your request for deferment with documentary evidence. If your teacher is given a deferment make earnest plans to fill his place at the expiration of the deferment. Failure to fill his place will undoubtedly make possible a deferment extension. You must be sincere and diligent in all your dealings with selective service boards.
—William C. Thompson.

SCHOOLS LIABLE FOR TEACHER

It has been the policy of the school authorities of New York City in any injury brought against the board of education to defend the teacher who may be implicated in the case. The issue on this point was clarified in a suit brought before the Court of Appeals.

A student was injured while helping to unload a truck on the school premises. He brought suit and was awarded \$5,000 damages. The board of education appealed the case and in so doing included the teacher in charge because of negligence in preventing the student to help the truckman. The contention was that the board could not be solely liable where a teacher had manifested negligence.

In clarifying this point the Appellate Division, in an unanimous opinion, made it clear that, provided a teacher is "acting in the discharge of his duties and within the scope of his employment," the board of education not only is liable for damages sustained against the instructor, but is also directly liable for damages to the injured persons.

"The object of the statute is twofold," the decision read. "First, to create direct liability upon the board to the injured persons for damages sustained through the negligence of the board's employee; second, to impose liability upon the board by way of indemnity to the employee in the event he suffers any loss by reason of his negligence."

In commenting upon the case the secretary of the board of education said: "The board is required by law under this decision not only to defend the teacher but to pay any judgment that may be entered against a teacher in a negligence suit."



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● War tolerates failures of neither man nor machine. DeVRY equipment stands up! Takes War's most grueling punishment, say the men who use it. Today this equipment is serving the Armed Forces. Projecting with enviable fidelity for United Nations High Commands the most minute details of battle action—caught by durable DeVRY cameras on the fighting fronts. Giving 24-hour, trouble-free service, too, in the vital "Theaters of Morale." For your

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Yugoslav destructive raids across borders of Italy and Bulgaria, according to reports received in London. (2:27)

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Thousands Trapped in Cushiontone ceiling! Smothered instantly

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SLAMMED desk tops, dropped books, shuffling feet, voices—all produce noise demons to pound the eardrums of teachers and pupils and interrupt class work.

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This remedy for noisy school buildings is surprisingly low in cost. A ceiling of Cushiontone is quickly installed with

little or no interruption to school work. Maintenance is no problem at all.

Cushiontone offers other advantages, too. Its high light-reflecting efficiency (73%) provides better illumination. Its high insulating properties save heating and air-conditioning costs. And all the time it's quieting unwanted noise.

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BOARDS OF EDUCATION

► Bellevue, Ky. The school board has approved salary increases of \$10 per month for all school employees. The increases were dated May 1.

► Boston, Mass. Salary increases, totaling \$1,615,00 have been approved for 4500 teachers and school employees. The increases, which were dated back to January 1, range from \$200 to \$350.

► Rockford, Ill. The school board has taken over the operation of day nurseries for children of working mothers formerly operated by WPA. A federal allotment has been obtained.

► Klamath Falls, Ore. The school board has ordered an early reopening of the public schools on August 30. The plan is intended to make it possible for older school children to work in the harvest fields.

► Denver, Colo. The city council and the school board have cooperated in plans for a city-wide recreational program. The council has appropriated \$10,000, which will be matched by the school board.

► The Kansas City and St. Joseph teachers' retirement bills have been signed by the governor of Missouri and will become effective in August. Under the law, joint contributions toward a pension fund will be made by teachers and other employees and the board. The benefits are arranged on an actuarial basis, beginning with a maximum of \$720 a year for those with 35 years' service.

► Bakersfield, Calif. The school board has adopted new rules to govern leaves of absence of teachers. Under the rules, teachers will not be allowed leaves of absence, except where the circumstances are justifiable. Requests for absence leaves must be sent to the board in writing and must be accompanied by a doctor's certificate in case of illness. Notification of intent to return must be sent to the board by May 1 prior to the return. In case of an illness leave, a doctor's certificate must be sent to the school office once every month.

► Colorado Springs, Colo. The school board has this year effected a change in board procedure. All standing committees, with the exception of finance and auditing, have been eliminated. Discussion of matters which require more attention than can be given at a session will be taken care of at meetings of the board as a committee of the whole.

► Milton, Mass. Because of the increased cost of food used in school lunchrooms, the board of education has increased the cost of hot lunches from 10 to 11 cents. All persons who use the school lunchrooms, except pupils, will be charged a service fee of 10 cents. By this means, the board aims to offset the deficit in the revenue of the lunchrooms.

► Ionia, Mich. The school board has voted to sponsor a summer recreation and work program for children of the district of school age. The program will be financed through contributions from private individuals and organizations interested in child welfare.

TEACHERS AND ADMINISTRATION

► Pittsburg, Kans. The school board has adopted a rule, requiring summer school attendance by instructors in the school system who do not possess a degree and have not attended a summer school in five years.

► Glendale, Calif. The school board has adopted new rules governing leaves of absence by teachers. Leaves to begin in September must be presented on or before June 1. Requests for leaves to start in February must be presented by November 1 of the school year.

Certificated employees, returning from leaves of absence, must pass a physical examination by a physician of the health service six weeks before their return to service. If a teacher is not a resident of Los Angeles County, the examination may be made by a physician in the community where the teacher is located.

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CHICAGO CONSIDERS IMPROVED SCHOOL BUYING PLAN

(Continued from page 32)

The Chicago schools have carefully standardized most of the items used by the schools, but the responsibility for this important work has been exercised in the past by various instructional divisions. Construction contracts for the schools and electrical repairs are handled by the Bureau of Architecture. Mechanical repair work is controlled by the Bureau of Engineering, with the approval of the chief engineer. All other repair orders on buildings are handled by the Bureau of Architecture or the Bureau of Purchases. Buying is thus scattered and lacks centralized control.

It is interesting to note that the inspection and testing of coal, fuel oil, and paints is carefully handled in a well-equipped laboratory in the Bureau of Engineering, which also tests certain other commodities for the lunchrooms, for the Bureau of Architecture, and for the Educational Department.

Recommendations for Centralization

The Survey Commission urges, in its report, that all purchases be centralized in a Bureau of Purchases which has complete authority to contract for all supplies, materials, and contractual services, to buy or rent all movable equipment, and to order minor repairs. This Bureau should be under the direct control of a Purchasing Agent, responsible to the chief executive officer of the school system. The Purchasing Agent, it is recommended, should have at least five years of experience in an executive capacity in the central purchasing office of a large corporation or municipality. He should be paid at least \$12,000 annually and should be aided by an adequate staff of assistants. To properly centralize the purchasing, the personnel, and the functions of several bureaus, now engaged in buying should be transferred to the Bureau of Purchases. The mechanical operations of buying and handling textbooks should be included in the Bureau of Purchases, and repair orders for all phases of building maintenance should be similarly localized. The employees engaged in the preparation of all specifications should be included in the staff, and the testing laboratory should be transferred to this bureau, with such extension of equipment and activities as is necessary to doing a complete and satisfactory job of testing.

Standards and Specifications

Maximum economy, in the sense of complete adaptability to instructional purposes at the lowest reasonable cost, is only possible through the development of standards and specifications for all supplies, materials, and equipment accompanied by a continuous program of revision and adaptation. Standards and specifications are valuable only as they meet immediate needs and are adjusted to market conditions. The report recommends the establishment of a Bureau of Standards, made up of the purchasing agent and his associates. This board should have the advice and assistance of using agencies in the preparation of standards and specifications on a continuing basis. The purchase of materials and equipment should be carried on under a schedule which permits of the consolidation of periodic large orders. The schedule itself should be constantly under study in connection with a continuous study of market trends and conditions in order to determine the best times at which to buy.

An adequate price commodity file is essential in the Bureau of Purchases and should replace similar files now scattered in other offices.

All school requisitions should of necessity clear through the Bureau of Purchases, except requisitions for new construction or for reconstruction of real property, and for installation or replacement of plant equipment which should clear through the Bureau of Maintenance and Operations. A yearly purchasing schedule developed

from school requisitions is necessary. The schedule combines all requisitions of each class of commodity and permits of the purchase of total quantities required, at one time.

The finding of responsible vendors and the simultaneous exclusion of irresponsible firms is a definite procedure of a Bureau of Purchases. A carefully developed program that will eliminate undesirable bidders and permit of dropping vendors who consistently fail to answer requests for bids will overcome the discouragement which reputable firms develop when irresponsibles are not adequately dealt with. Vendors who fail to make delivery should be dropped from all lists for a given period. If they cause a loss to the schools, appropriate action should be taken by the Law Department. Bidders' lists and information con-

cerning eliminations from the list should be made available for public inspection.

Handling Bids and Awarding Orders

Upon completion of bid tabulations, necessary tests on samples submitted should be made by the Bureau of Purchases, and the awards of contracts should then be made to the lowest responsible bidder whose samples are satisfactory. When tie bids are the lowest satisfactory bids received, no awards are to be made but new bids are to be solicited. When collusion is evident, the situation is reported to the Law Department for action. Only in case of immediate necessity are lots to be drawn.

At present central control over quantities and qualities of goods purchased is a weakness of



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the Chicago school buying. The survey recommends spot checks of quantities delivered and laboratory tests of quality wherever the latter appear necessary. A sample room so set up that vendors and school authorities can examine standard samples as well as the samples submitted by vendors is necessary.

In the economic operation of a school purchasing department the management of central stocks must be supplemented by control of the store-rooms in individual schools. The purpose is to avoid excessive stocks, to check the tendency of year-end raids for using up unexpended appropriation balances, and the discovery and disposal of surplus and obsolete stocks. The Chicago schools have an excellent policy of turning in an old typewriter for each new one bought, and of trading in old books for new books. There is no similar program to compel schools to surrender obsolete and unnecessary equipment and supplies,

and the present Division of Supplies has no organized plan of selling, exchanging, or otherwise disposing of such materials. The survey report urges that this be done.

Emergency orders may generally lead to abuses unless proper account is taken to define emergency conditions and to prohibit all purchases by administrative officers except when these emergency conditions actually exist. It is recommended that emergency conditions be defined and violations of regulation be followed by appropriate board action.

The Chicago Survey recommends that every effort be made to consolidate small requisitions and to cover these by a single order. The problem of small emergency purchases can best be handled through a petty cash fund with a limit of 25 purchases from any vendor in any one month.

The Survey recommends that all orders for the

same commodity be consolidated into quantity purchases under the annual buying schedule and that board approval be not required on orders of less than \$1,000. A time honored custom of splitting purchases into orders of less than \$300 in order that open market purchases might be made without the formality of board approval is to be discontinued. There is no reason why orders for different schools cannot be consolidated and the budgetary charges of the schools shown on the list of deliveries.

Until the plan of organization outlined is made fully effective, the Bureau of Purchases should be responsible to the president of the board of education and its authority extended under a purchasing agent.

School Law

Schools and School Districts

One acting as county superintendent of schools under an illegal appointment was a "de facto officer" and his acts as such were valid as to persons other than himself but invalid in any matter as to which he had a personal interest. W. Va. acts of 1941, c. 33.—*Rowan v. Board of Education of Logan County*, 24 Southwestern reporter 2d 583, W. Va.

An officer and a member of a school district board of directors occupies a "fiduciary relationship" to the district.—*State ex rel. Brickey v. Nolte*, 169 Southwestern reporter 2d 50, Mo.

School-District Taxation

The use of public school funds by the Anne Arundel county board of education to pay the compensation or the cost of insuring compensation under the Workmen's Compensation Act to the board's employees, injured while engaged in extrahazardous work, is for "purposes of education" within the constitutional provision that the state school fund shall be appropriated only to such purposes. Md. code of 1939, art. 101, § 46, as amended by the Md. laws of 1941, c. 433; Md. constitution, art. 8, § 3.—*Clauss v. Board of Education of Anne Arundel County*, 30 Atlantic reporter 2d 779, Md.

Teachers

The purposes of the Pennsylvania Tenure Act, as applied to professional employees of school districts are to insure continuity of service for faithful labor and to provide efficient service to the state, gained by experience. 24 P. S. § 1161.—*Appeal of Wesenberg*, 31 Atlantic reporter 2d 151, 346 Pa. 438.

The proposed transfer of a teacher from the principalship of a six-year junior-senior high school to the principalship of a three-year junior high school within the district was not a prohibited "demotion" within the tenure provision of the Pa. school code on the ground that the senior high school dealt with more advanced pupils than those in a junior high school. 24 P. S. § 1161.—*Appeal of Wesenberg*, 31 Atlantic reporter 2d 151, 346 Pa. 438.

Pennsylvania school boards have broad discretionary powers in the matter of whether a charge for which a substantive basis exists shall be pressed against a professional employee to procure his discharge. 24 P. S. § 1126a.—*Appeal of School Dist. of City of Bethlehem*, 30 Atlantic reporter 2d 726, 151 Pa. Super. 522, Pa. Super.

► SUPT. ARTHUR H. TOWNE, of Auburn, Wash., has been re-elected for a two-year term.

► GEORGE ACKERLUND, of Burr Oak, Mich., has been elected superintendent of schools at Augusta.

► ORVILLE J. HOOKER has been elected superintendent of schools at Marion, Ind., to succeed Elbert E. Day.

► W. ORVILLE PUCKETT has been elected superintendent of schools at Princeton, Ind. He succeeds G. E. Derbyshire.

► CLYDE V. OVERHOLT has been elected superintendent of schools at Williamston, Mich., to succeed G. H. Bray.

► CARL BURT, of North Manchester, Ind., has been elected superintendent of schools at Warsaw, to succeed J. M. Leffel.

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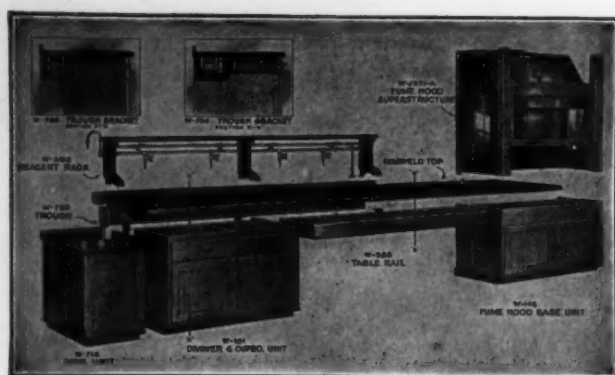
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REPRESENTATIVES IN PRINCIPAL CITIES

WELLSTON ENJOYS A BALANCED SCHOOL PLANT

(Concluded from page 39)

needed conference room. A recreation room for men teachers and an ample storage room complete the second-floor setup.

Indirect lighting and a generous supply of service outlets have been provided in all instructional rooms. Storerooms for janitors' supplies, stage equipment, and various school paraphernalia are to be found on each floor.

Heating-ventilating units are provided in all classrooms, the gymnasium, and auditorium.

A public-address system, with controls in the principal's office, offers intercommunication between office and classrooms, radio programs, and victrola recordings for any and all rooms. The system is synchronized with an automatic signal system which controls the daily program activities.

It is our feeling that the attractiveness of the structure, both within and without, has in no way impaired its compactness, the ready accessibility of the various departments, and the high degree of functional efficiency which the entire building possesses.

The architectural work was done by Marcel Boulicault. Mr. Boulicault possesses an understanding of school problems and is appreciative of the necessity of functional planning. Dr. N. E. Viles, director of the State School Building Service, rendered valuable aid by his professional analysis of the building problem and constructive suggestions. The educational planning was under the direction of the superintendent of schools, and the business was administered by the board of education through its president, Mr. Fred A. Gossom.

The successful conclusion of the project has solved a serious problem for the school district and has advanced it to one of the finest in the state. It is an exemplification of close and harmonious relations with the board and full cooperation with all others concerned.

The building was started in May, 1939, and occupied in the fall of 1940. It contains 1,025,099 cubic feet. The final cost was \$347,133.48, including the equipment.

NEWS OF OFFICIALS

- MERLE T. WAGGONER has been elected president of the board of education at Wichita Falls, Tex.
- L. F. OTRADOVOSKY has been elected president of the school board at Schuyler, Neb.
- The school board at Denver, Colo., has reorganized with STEPHEN J. KNIGHT as president; MRS. DOROTHEA KUNSMILLER as vice-president; LEROY FISHER as treasurer; and C. F. BUDD as secretary.
- The school board at Hominy, Okla., has reorganized with G. K. SUTHERLAND as president.
- WALLACE A. GREEN has been re-elected president of the Waukegan grade school board at Waukegan, Ill.
- The school board at Colorado Springs, Colo., has reorganized with EARL G. GOODBAR as president, and R. E. JOHNSON as vice-president. DANIEL F. SANTRY, Jr., was re-elected as secretary.
- The school board at Geneva, N. Y., has three new members, comprising BRATSON C. PATTE, MRS. A. G. KIRK, and KENNETH R. LARRISON.
- W. C. SHACKELFORD has been re-elected president of the school board at Modesto, Calif.
- The school board at Watertown, Wis., has reorganized with ARTHUR J. KILLIAN as president, and H. M. DAKIN as vice-president. FRANK S. WEBER was elected secretary.
- The school board at Duluth, Minn., has reorganized with CLARENCE M. OLAFSON as president; EDWIN A. MARTINI as vice-president; ANDREW OLSEN as treasurer; and HERBERT FORSBERG as clerk.
- The school board at Fargo, N. Dak., has reorganized with J. I. BRADY as president; WALTER D. BRIGGS as vice-president; and MRS. EDGAR I. OLSON as secretary.
- ARCHIE SHONAT has been elected president of the school board at Berlin, Wis.

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- The school board at Chillicothe, Mo., has reorganized with DON CHAPMAN as president, and ROBERT FRITH as vice-president.
- DR. J. C. LEATHERBERRY has been elected president of the school board at Beaver Dam, Wis.
- The school board at Pueblo, Colo., has reorganized with DR. GEORGE E. RICE as president, E. D. HOFFMAN vice-president, and G. GORDON ROBERTSON was re-elected as secretary.
- WARREN W. CONNELL has been elected president of the board of education at Grand Island, Neb.
- The school board at Hastings, Neb., has elected JOHN PARSONS as president, and PAUL E. BOSLAUGH as vice-president.
- EARL HAZELTON has been re-elected as president of the board of education at Jamestown, N. Dak.
- EDWIN FRICKE has been elected president of the school board at Ashland, Neb.
- R. A. JOHNSTON has been elected president of the school board at Fremont, Neb.
- CLAUDE MILLER has been re-elected president of the school board at Holdrege, Neb. R. C. BROWN was elected vice-president.
- THEODORE SCHLEUTER, of Deckerville, Mich., has been elected superintendent of schools at Carsonville.
- CHARLES BUTTERFIELD, of Wayne, Mich., has been elected superintendent of schools at Almont.
- V. I. WHITMORE has been elected superintendent of schools at Big Rapids, Mich., to succeed M. L. McCoy.
- JOHN R. CHILDS has been elected superintendent of schools at Three Oaks, Mich.
- O. O. HALL, of Bedford, Ind., has been elected superintendent of schools at Sheridan, to succeed E. V. Kennedy.
- B. W. ANDREWS, of Jackson, Mich., has been elected superintendent of schools at Armada.
- HOWARD COOK, of Allen, Mich., has been elected superintendent of schools at Hillsdale.
- A. W. WILSON, of Hot Sulphur Springs, Colo., has been elected dean of boys in the high school at Littleton.
- FRANKLIN J. BUTZ, of Georgetown, Del., has been elected superintendent of schools at Waynesboro, Pa., to succeed Walter C. Richter.
- FRANK BILLIES has been elected supervising principal of schools at Mount Morris, N. Y.
- SUPT. E. WELDON JONES, of the Caddo parish schools at Shreveport, La., died May 9, at the age of 59. He had been connected with the local school system for 30 years and had been superintendent for 17 years.

After all!

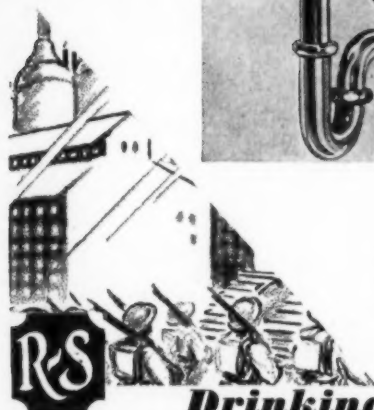
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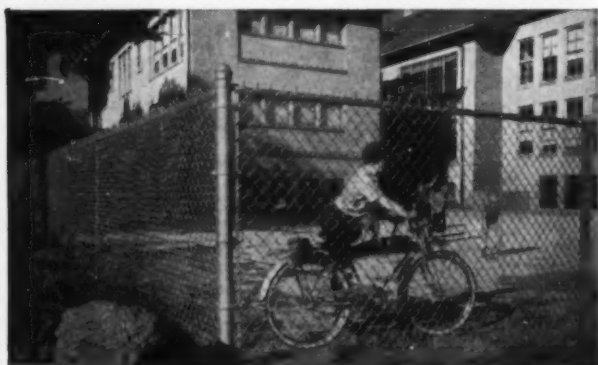


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SCHOOL-SHOP ADMINISTRATION

by Arthur B. Mays and Carl H. Casberg
University of Illinois

Here is a book presenting sound procedures in the field of school-shop administration, for the teacher in training or in active work. It emphasizes that the similarity of problems in the one-shop school, the large school, or a city-wide program offers opportunity to the young teacher for higher administrative work. \$2.50

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THE STATUS OF THE CONNECTICUT CUSTODIAN

(Concluded from page 19)

The problem should be dealt with on the basis of (1) leadership, (2) selection, (3) appointment, (4) in-service training, and (5) desirable working conditions.

The custodian is ready to have his condition improved and he is merely waiting to be shown the way.

SUPPLIES AND EQUIPMENT FOR 1943-44

(Concluded from page 28)

time or during peacetime. In effect they pass this way but once.

Today's program of education and particularly the business management phase dares not overlook the very great profit to be found in an expanded program of school public relations. As one writer has put it, "Further progress of education rests altogether on the understanding that the public has of the schools."⁴ Public relations as participated in by all departments and particularly the business management of 1943-44 will create an invaluable backlog of public support. Impressions of the school begin with the exterior appearance of the building and the business-like appearance of the grounds. The schools' part in rationing and in salvage drives has gotten the public into the buildings such as has no other program or event. What sort of impression was gleaned from the equipment in the schools? Certainly purchasing agents and boards of education can ill afford to neglect consideration of this question in the coming year.

Our investments in future peace and understanding are included in the orders being placed this month—orders for better texts, comfortable surroundings, and efficient equipment. As we contemplate the many horrors of battle we can't help but conclude that those who see nature in the raw understand and appreciate most keenly the value of good schools adequately equipped. The very first implications of peace must dictate the development by our school engineers and business agents of new and effective ideas for a liberal peacetime education. The coming year for educators can be but saturated with the glory of hope and the fruit of promise.

⁴Stuart Harnal, *Nation's Schools*, July, 1940.

► New York, N. Y. The new annual promotion plan for the elementary schools, to become effective next September, will be a prelude to the inauguration of "continuous progress" for the entire 1A-6B division of the schools. Under the new plan, all classes ordinarily designated 1A, 2A, or 3A, beginning in September, will be designated as first year, second year, third year, etc. Each will retain the same teacher for the entire year, covering the work of both A and B classes.

A different procedure will be followed for the "B" classes. These will continue the B designations in September. In February, 1944, they will have their next promotion day, when they will be advanced to the next higher A Class. Thus, the 1B will become the 2A, the 2B will be advanced to the 3A, etc. They will retain the same teachers for an entire year and will have their next promotion day in February, 1945.

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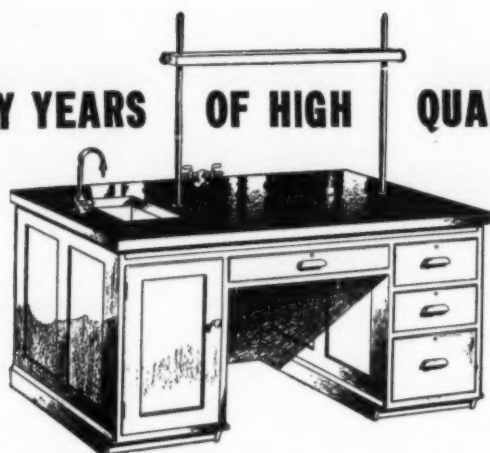
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expended in school taxes is an investment upon which every citizen realizes big dividends in DOLLARS.

The standard of living of any community is directly dependent upon the excellence of the educational system of that community.

The MERCHANT on main street has more business because educated people want more and better things.

The MANUFACTURER must produce more because the market is greater.

The LABORER gets higher wages because business is good and can afford them.

There is MORE WORK for everybody, hence a higher standard of living.

The WISE CITIZEN wants a larger school budget so that teachers' salary schedules attract the best teachers. He also insists upon abundant modern school "tools" of education, so that both teacher and pupil can produce the most education and skill in every school hour.



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ECONOMICS FILMS

"Food—Weapon of Conquest," produced by the National Film Board of Canada and based on captured German war films, allied news reels, and original documentary material, a 16mm. sound film, black and white, is now available. This informative release will be useful in economic geography, in social studies, in home economics, in general science; truly an excellent educational tool. In adult groups and forums, and in assembly programs, its content is informative and instructive, demonstrating why the Western Hemisphere must undertake to feed the whole world.

"Battle for Oil," a 16mm. sound film, black and white, for use in economic geography, social studies, geology, economics, physical science, preinduction mechanics classes and assembly forums.

The Educational Film Library Association, 45 Rockefeller Plaza, New York, N. Y.

For brief reference use ASBJ-710.

WARTIME HOMEMAKING INFORMATION

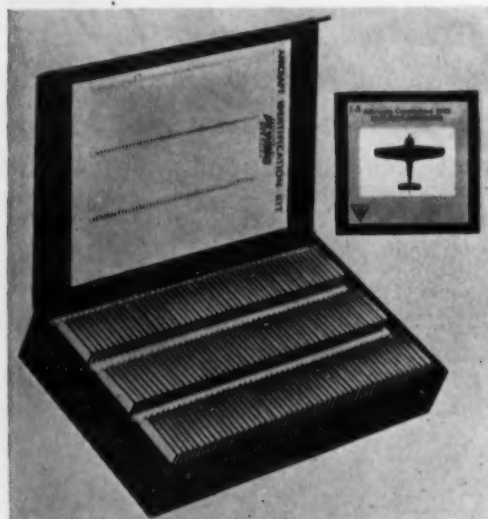
Nine attractive illustrated booklets, 6 by 9 inches, 8 pages each, are titled as follows: "How to Take Care of Your Electric Appliances"; "Make the Most of the Meat You Buy"; "Bread Making Made Easy"; "How to Get the Most Out of Food"; "House Cleaning Made Easy"; "Fuel Conservation"; "Quick Breads"; "How to Store Perishable Foods," and "How to Take Care of Work Clothes." The booklets cover vital and interesting problems with which the home-economic teacher is confronted these busy days.

General Electric Company, Schenectady, N. Y.

For brief reference use ASBJ-711.

AIRCRAFT IDENTIFICATION

A complete new kit, of 336 aircraft identification silhouettes in 2 by 2 in. miniature slides, recently prepared by "Flying Magazine" is being distributed. The kit has been tested with excellent results.



Aircraft identification kit.

The material, prepared by a highly specialized staff, is especially designed for group instruction. It includes 110 different types of aircraft used by the major air powers. Each type is identified with

three silhouettes on separate slides showing front, side, and bottom views.

The kit includes an indexed case, slides, and instructor's manual.

Society for Visual Education, Inc., 100 East Ohio Street, Chicago, Ill.

For brief reference use ASBJ-712.

ENTERTAINMENT FILMS

Filmosound Library announces, available in July, to approved nontheatrical locations, the Universal Film "Paris Calling," a dramatic story of the French underground movement for freedom. Mass flights from the invading Nazis, hair-breadth escapes from the Gestapo Agents, an ingenious radio transmitter, and finally a breadth-taking commando raid, all included in the stirring sequence.

Also announced is a two-reel Universal "Menace of the Rising Sun."

Bell and Howell Company, 1801 Larchmont Avenue, Chicago, Ill.

For brief reference use ASBJ-713.

PERSONNEL ADMINISTRATION

A distinct service is embodied in a Remington-Rand booklet, covering all phases of Personnel Administration, necessary forms and records, and files in which to find them. A complete manual, full of informative material that covers every record-keeping phase of personnel management in theory and in actual illustration of methods now being successfully employed.

The material illustrated is based on "proved in practice" facts, from records, reports, and the wide experience of Remington-Rand's Systems and Methods Engineers. Much is demanded of personnel management in these busy times. This manual contains the information needed to set up a personnel record, adaptable to the times, and necessities of business, large or small. The many forms reproduced are available for all classes of record, not only in business but in educational and institutional fields.

Remington-Rand, Inc., Buffalo, N. Y.

For brief reference use ASBJ-714.

REGIONAL GEOGRAPHY FILM SERIES

This series of 16mm. and 35mm., sound-on-film depicts contemporary life in six major regions of the United States. These films have been produced to meet the expressed needs of teachers for instructional materials objectifying aspects of United States regional geography, the full implications of which are difficult to present by conventional means.

The series of Regional Geography Films is unique in that it represents an initial effort to bring together into simple perspective, factors which not only determine the nature of social and economic relationships within a given region of the United States, but which characterize the high degree of interdependence existing between the six major regions of the country.

Erpi Classroom Films, Inc., 1841 Broadway, New York, N. Y.

For brief reference use ASBJ-715.

GYMNASIUM EQUIPMENT AVAILABLE

Regulations covering the manufacture of gymnasium equipment, requiring in fabrication the use of iron and steel, have been issued by the War Production Board. An amendment to order Number M-126 covering the conservation of iron and steel has been forthcoming. The need for physical fitness of all students no doubt prompted liberalizing the original orders.

The United States Office of Education has

approved the items of indoor and outdoor equipment necessary to conduct the programs of physical fitness outlined in the bulletins "Physical Fitness Through Physical Education" and "Physical Fitness for Students in Colleges and Universities." These programs were prepared by the representatives of the Army, Navy, the U. S. Public Health Service, and the U. S. Office of Education.

The following items of gymnasium equipment, involving the use of iron and steel, have been approved: climbing poles, climbing ropes, parallel bars, horizontal bars, stall bars, horizontal ladders, basketball goals, volley ball standards, flying and traveling rings.

In addition to the above items, vaulting boxes, springboards, beat boards, balance beams, stall bar benches, maple wands, Indian clubs, and dumbbells, and mats and covers may also be manufactured.

A signed statement, certifying that equipment being purchased is for the purpose of carrying on a program of physical fitness, must be provided the equipment manufacturer before an order involving any of the items can be accepted.

Fred Medart Manufacturing Co., Potomac and DeKalb Sts., St. Louis, Mo.

For brief reference use ASBJ-716.

NEW LATHE CATALOG

A 12-page, 8½ by 11-in. file size catalog devoted to South Bend 9-in. lathes, models A, B, and C, has been issued, describing both the bench and metal column base types available in the three models. Models A, B, and C lathes are designed for accurately machining small parts on production, toolroom, and general work. To facilitate selection, tabulated specifications give complete information on capacities, feeds, speeds, and dimensions.

South Bend Lathe Works, South Bend, Ind.

For brief reference use ASBJ-717.

AWARDS FOR SCIENCE PLAYS

Sixteen prizes in war bonds and stamps, totaling \$500 in value, have been awarded by Westinghouse Electric and Manufacturing Co., to school children in a coast-to-coast contest for the best plays written on scientific subjects. The competition was to encourage boys and girls 15 years or under to learn more about science.

Chief among the prize winners is Jane L. Baker, Grassmere School, Fairfield, Conn. A \$100 war bond was awarded for the play "A Challenge to Young Americans." The prize play was considered the best of 365 one-act plays submitted. The judging was on the basis of dramatic and literary quality, accuracy of scientific and factual material, importance of the scientific theme selected, and simplicity of production.

The judges were Dr. E. U. Condon, associate director of the Westinghouse Research Laboratories; Donald B. Snyder, publisher of the *Atlantic Monthly*; Miss Sarah L. Young, president of the Department of Elementary School Principals of the National Education Association; and A. S. Hurack, editor of "Plays."

Westinghouse Electric and Manufacturing Co., East Pittsburgh, Pa.

ADDITIONAL ARMY-NAVY "E" AWARDS

Under-Secretary Robert Patterson, in a War Department Release, has announced the granting of the Army-Navy "E" Pennant to Skillsaw, Incorporated, Chicago, Ill.

FIFTH ANNUAL SHORT COURSE FOR CUSTODIANS AND JANITORS

Teachers College, Columbia University, held its fifth annual short course for building service employees from June 14 to 18, at the Lincoln Building of Teachers College, in New York City.

The course included lectures on a variety of janitorial subjects, including care and operation of boilers, methods of cleaning floors, painting walls and woodwork, work schedules and inspections, and economies in building service.

PORTLAND SCHOOLS COOPERATE IN THE WAR EFFORT

The public schools of Portland, Ore., are participating in a number of activities in their efforts to cooperate in the war effort. They are working with the farmers in the vicinity in setting up work platoons composed of students in the elementary and high schools. Approximately 10,000 pupils have been trained and are available for the handling of crops in the region. The first of the students' platoons went into the strawberry fields, at wages of \$4 to \$7 per day.

A summer school for elementary and high school students will be conducted this summer. Students will be permitted to take special courses to accelerate their program.

The Victory Corps program, in operation during the last semester, offered a number of courses for those about to enter the armed services and the war industries.

The war-production training program, which started in June, 1940, and operated until May, 1943, has produced 106,000 trained workers for the war industries. Training was provided in 30 different courses representing 15 different trade subjects.

A cooperative part-time program in distributive education was carried on in the high school during the past year to meet the demand for workers in retail stores. Experienced saleswomen were in charge of the classes, which spent one-half day in classwork and one-half day working.

The apprenticeship program has been reorganized to provide special supplementary training for men who desire to advance in their special craft after the war.

A number of child-care centers have been established to take care of small children. An effort has been made to develop a training program which will contribute to the educational training of the child. Seven such centers are in regular operation, and 15 more are being planned.

Fifty elementary school buildings have been opened to provide facilities for the day care of children of working mothers. One hundred trained teachers are in charge of the activity program for children from 6 to 16 years of age. The program provides recreation, nature study, music, shop-work, dramatics, and art.

The public school enrollment has witnessed a substantial growth, with 8000 new pupils enrolled since September, 1942. One hundred and fifty teachers have been added to the school staff and 100 more will be needed for the new school year in September. Additional visiting teachers and attendance officers have been employed to take care of the many problems arising as a result of the increasing school population.

The school board has obtained the help of the Federal Works Agency in building additions to four elementary schools and one high school. Plans are being prepared for the construction of additional buildings in various parts of the city.

The public school children and teachers have aided in the war effort through the sale of \$1,296,000 worth of war bonds and stamps.

SCHOOL-BOND SALES

During the month of May, 1943, school bonds in the amount of \$369,000 were sold in the United States. The average interest rate was 1.93 per cent.

During the same period, short-term paper and refunding bonds were sold in the amount of \$5,005,000. Of this total amount, sales in New York were \$4,015,000.

SCHOOL-BUILDING CONSTRUCTION

In 11 states west of the Rocky Mountains, contracts were let for three new school buildings in the amount of \$166,174. Eighteen additional projects, in preliminary stages were reported, at an estimated cost of \$1,129,000.

During the month of May, 1943, Dodge reported contracts let for 279 educational buildings at a contract cost of \$5,293,000. The report is limited to 37 states east of the Rocky Mountains.

After the Meeting

SLACK SEASON

Kind friends, for goodness sake, forbear
From casting jibes at girls who share
In winning wars by donning slacks.
Good heavens! Why these dirty cracks
On street or high school steps, perchance —
"Hi, toots! Where *did* you get those pants?"
What if their teachers squirm in stitches
As they regard these nobby breeches?
Cheer up! Your own passed years review....
How well they might have looked on you!
L'Envoi

Silver threads among the gold?
Maybe I am not too old!

How Very True!

Teacher: "Johnny, can you tell me the difference between perseverance and obstinacy?"

Johnny: "One is a strong will, and the other is a strong won't."

Purpose

A teacher was testing the general intelligence of a newcomer to her class.

"Tell me," she said, "what are the functions of the skin?"

"Please, miss," replied the youngster, "to prevent us looking raw." — *Edinburgh Dispatch.*

He Knew Them

The president of a small college was visiting the little town that had been his former home and had been asked to address an audience of his former neighbors. In order to assure them that his career has not caused him to put on airs he began his address:

"My dear friends: I won't call you ladies and gentlemen; I know you too well to say that."

A Teacher of English "Writes"

Write, we know, is written right
When we see it written write.
But when we see it written rite
We know it is not written right;
For write to be written right,
Must not be written rite or right,
Nor yet must it be written wright,
But write, for so it's written right.

— Montreal Star

Fine Gamel

Teacher: "Where's your brother today?"

Junior: "He is ill in bed, teacher."

Teacher: "Why, what's the matter?"

Junior: "We were playing at who could lean farthest out the window, and Tommy won."

— Exchange

The Test

"I beg pardon," said the diner, "but why are all those girls staring at me?"

"I'm not supposed to tell you sir," replied the waitress, "but some of our food comes from the school cooking center next door. If the omelet you've just eaten makes you sick, they've failed in their examination." — *Teachers' World.*

A farmer, visiting his son's college and wandering into the chemistry class, saw some students experimenting.

"What are you trying to do?" he asked.

"We're endeavoring," replied one of the students, "to discover or invent a universal solvent."

"What's that?"

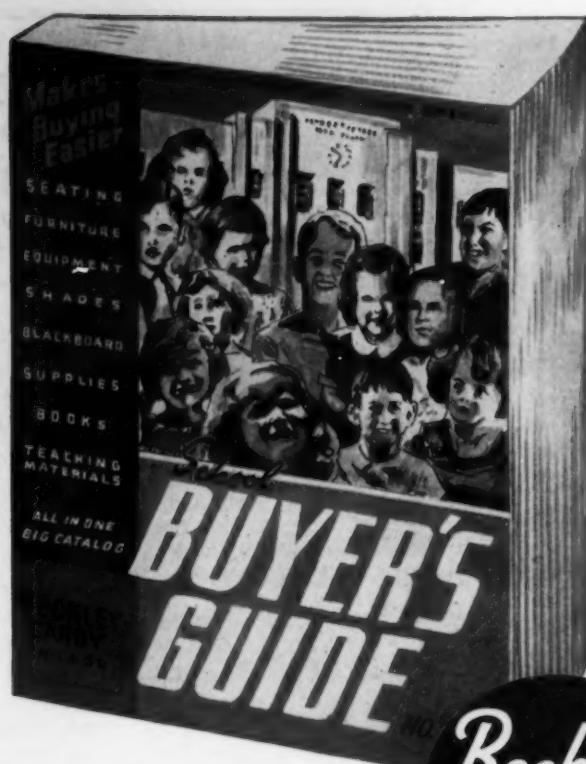
"A liquid that will dissolve anything."

"That's a great idea," agreed the farmer. "When you find it, what are you going to keep it in?" — *Irish Nursing News.*

Educate a man and you educate an individual.
Educate a woman and you educate a family. — *Fannie Hurst.*

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